

# Higher Education for American Democracy

VOLUME III

*Organizing Higher Education*

A REPORT OF THE  
PRESIDENT'S COMMISSION ON  
HIGHER EDUCATION

LA226  
.U581  
v.3

Library of The Theological Seminary

PRINCETON • NEW JERSEY



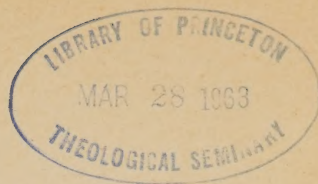
PRESENTED BY

Frederick P. Henderson

LA226

.U581

v.3



# Higher Education for American Democracy

VOLUME III

*Organizing Higher Education*

✓  
U. S. PRESIDENT'S COMMISSION ON  
HIGHER EDUCATION



*Washington, December 1947*



Higher Education

for

American Democracy

A REPORT OF THE

COMMISSION ON

HIGHER EDUCATION

## Letter of Transmittal

### THE PRESIDENT'S COMMISSION ON HIGHER EDUCATION

WASHINGTON, D. C., *December 11, 1947.*

DEAR MR. PRESIDENT:

On July 13, 1946, you established the President's Commission on Higher Education and charged its members with the task of examining the functions of higher education in our democracy and of the means by which they can best be performed.

The Commission has completed its task and submits herewith a comprehensive report, "Higher Education for American Democracy." The magnitude of the issues involved prompted the Commission to incorporate its findings and recommendations in a series of six volumes.

The Commission members and the staff are grateful for the opportunity which you have given us to explore so fully the future role of higher education which is so closely identified with the welfare of our country and of the world.

Respectfully yours,

GEORGE F. ZOOK,  
*Chairman.*

THE HONORABLE  
THE PRESIDENT OF THE UNITED STATES.

# Letter of Appointment

THE WHITE HOUSE

WASHINGTON, D. C., *July 13, 1946.*

DEAR \_\_\_\_\_:

As veterans return to college by the hundreds of thousands the institutions of higher education face a period of trial which is taxing their resources and their resourcefulness to the utmost. The Federal Government is taking all practicable steps to assist the institutions to meet this challenge and to assure that all qualified veterans desirous of continuing their education have the opportunity to do so. I am confident that the combined efforts of the educational institutions, the States, and the Federal Government will succeed in solving these immediate problems.

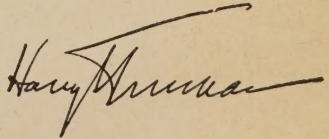
It seems particularly important, therefore, that we should now reexamine our system of higher education in terms of its objectives, methods, and facilities; and in the light of the social role it has to play.

These matters are of such far-reaching national importance that I have decided to appoint a Presidential Commission on Higher Education. This Commission will be composed of outstanding civic and educational leaders and will be charged with an examination of the functions of higher education in our democracy and of the means by which they can best be performed. I should like you to serve on this body.

Among the more specific questions with which I hope the Commission will concern itself are: ways and means of expanding educational opportunities for all able young people; the adequacy of curricula, particularly in the fields of international affairs and social understanding; the desirability of establishing a series of intermediate technical institutes; the financial structure of higher education with particular reference to the requirements for the rapid expansion of physical facilities. These topics of inquiry are merely suggestive and not intended to limit in any way the scope of the Commission's work.

I hope that you will find it possible to serve on this Commission.

Very sincerely yours,

A handwritten signature in dark ink, appearing to read "Harry Truman", with a long, sweeping horizontal line extending to the right.



## President's Commission on Higher Education

GEORGE F. ZOOK, *Chairman*

SARAH G. BLANDING  
O. C. CARMICHAEL  
ARTHUR H. COMPTON  
HENRY A. DIXON  
MILTON S. EISENHOWER  
JOHN R. EMENS  
ALVIN C. EURICH  
DOUGLAS S. FREEMAN  
ALGO D. HENDERSON  
MSGT. FREDERICK G. HOCHWALT  
LEWIS W. JONES  
HORACE M. KALEN  
FRED J. KELLY  
MURRAY D. LINCOLN

T. R. McCONNELL  
EARL J. McGRATH  
MARTIN R. P. MCGUIRE  
AGNES MEYER (MRS. EUGENE)  
HARRY K. NEWBURN  
BISHOP G. BROMLEY OXNAM  
F. D. PATTERSON  
MARK STARR  
GEORGE D. STODDARD  
HAROLD H. SWIFT  
ORDWAY TEAD  
GOODRICH C. WHITE  
Rabbi STEPHEN S. WISE

FRANCIS J. BROWN, *Executive Secretary*  
A. B. BONDS, JR., *Assistant Executive Secretary*

## PREFACE

In this, the third volume of its report "*Higher Education for American Democracy*," the President's Commission on Higher Education analyzes the organization of higher education and recommends changes essential to achieve the educational goals established by the Commission.

Colleges and universities have developed in the United States without pattern or design. There is no Federal system of higher education and even within the State each institution is almost totally independent. Freedom from external direction has been one of the major elements of strength in the development of our colleges and universities. But if the Nation's needs are to be met through the expanded program recommended by this Commission, the time has come when more coordinated planning among all of the institutions on a State as well as on a national basis, is imperative. In many respects, the improvement of the organization for higher education is among the most critical problems facing education today.

The increase in the number of community colleges, the influence of this development upon established institutions, the role of Government, both State and Federal, and the function of voluntary organizations all call for careful appraisal in the organizational development of higher education over the years ahead.

A total of six volumes will be issued by the Commission under the general title, "*Higher Education for American Democracy*."

Volume I, "Establishing the Goals," was published on December 15.

Volume II, "Equalizing and Expanding Individual Opportunity" was published on December 22.

Volume IV, "Staffing Higher Education," is the Commission's recommendation for a greatly expanded and improved program for the preparation and in-service education of faculty personnel.

Volume V, "Financing Higher Education," is an appraisal of fiscal needs and policies necessary for the program of higher education recommended by the Commission.

Volume VI, "Resource Data," is a compilation of some of the basic information used by the Commission in preparing its reports.



## Acknowledgments

The Commission gratefully acknowledges the enthusiastic cooperation and the invaluable assistance it has received from educational institutions and from individuals, organizations, and agencies both in and out of Government.

Dr. John R. Steelman, the Assistant to the President, in his official capacity as liaison between the various agencies of Government and the Commission took a deep and personal interest in its work.

Dr. J. Donald Kingsley, formerly Program Coordinator in the White House office, was extremely helpful in the initial development of the scope and content of the Commission's program. Acknowledgment is also due to John L. Thurston of Dr. Steelman's office for his work in forwarding the activities of the Commission.

Almost every agency and department of Government assisted the Commission in its task. Special appreciation is expressed to the United States Office of Education, the Bureau of the Census, the Bureau of Labor Statistics, the Department of the Army and the Department of the Navy, the Department of Agriculture, and the Bureau of the Budget.

Through the cooperation of the American Council of Learned Societies, the American Council on Education, the National Research Council, and the Social Science Research Council, a special study was made of the facilities of thirty colleges and universities. The American Association of University Professors cooperated in extending the study of faculty personnel to members of its local chapters. The Association of Land Grant Colleges and Universities, conducted a special survey of the extension activities of its member institutions. At the request of the Commission more than 50 professional and lay organizations submitted statements, or assembled data of much value.

Institutions of higher education and State Departments of Education in every State gladly and promptly supplied information requested by the Government agencies through which the Commission carried on much of its research activities.

This demonstration of cooperation reflects the deep public awareness of the problems which face higher education, and is a matter of much gratification to the Commission. It is hoped that these cooperative relationships may, in themselves, suggest a pattern for the continuing cooperation of individuals, organizations, Government agencies, and institutions interested in the future welfare of higher education in America.

Dr. Fred J. Kelly, formerly Chief of the Division of Higher Education, U. S. Office of Education, a member of the Commission, also served as its consultant in the preparation of this volume.

The Commission is especially indebted to the members of its staff for the loyal, persevering, and intelligent way in which they have served the Commission. Dr. Francis J. Brown, Executive Secretary, and A. B. Bonds, Jr., Assistant Executive Secretary, deserve special mention.

# Table of Contents

PAGE

<b>PREFACE</b> .....	VI
<b>CHAPTER I The Role of Organization</b> .....	1
<b>CHAPTER II Developing Adequate Facilities</b> .....	5
Community Colleges .....	5
Essential Characteristics of the Community College, p 6; Organization of the Community College, p 7; The Special Role of the Junior College, p. 8; Relation of the Community College to a State-wide Educational Program, p. 9; The Need for More and Better Public Community Colleges, Local and District p. 10; The Place of the Private and the Church-related Community College, p. 11; Grades to be Included in the Community Colleges, p. 12; Lack of Cooperation between High Schools and Colleges, p. 12; Administration of the State-wide System of Community Colleges, p. 14.	
Colleges of Arts and Sciences .....	15
Teachers Colleges .....	18
Universities and Professional Schools .....	19
The University and the Community College, p 19; The Professional Schools, p. 20; Graduate. Schools, p. 20.	
Proprietary Schools .....	21
Optimum Size of Institutions .....	22
<b>CHAPTER III Governmental Organization at the State Level</b> .....	25
Strengthening State Departments of Education .....	25
Present State Machinery for the Administration of Higher Education .....	27
Private and Church-related Institutions, p. 27; Publicly Controlled Colleges and Universities, p. 27; Difficulties in State Organization, p. 28.	

Developing a Stronger, Better Coordinated State-wide Program in Higher Education.....	30
Administrative Functions, p. 30; Advisory Functions, p. 31.	

**CHAPTER IV Governmental Organization at the National Level.....**

Activities of Governmental Agencies.....	37
Problems of Organization of the Federal Education Agency.....	40
Functions of the Federal Education Agency.....	43
Help Strengthen Elementary and Secondary Education, p. 43; Provide Leadership for Higher Education, p. 43; Cooperate with States, p. 44; Foster Research, p. 45; Assist in Placement of Specialized Personnel, p. 47; Assure Equality of Higher Educational Opportunity, p. 47; Help Higher Education Meet Its International Obligations, p. 48.	
Coordination Among Federal Agencies...	49

**CHAPTER V Voluntary Agencies.....**

National Voluntary Agencies.....	51
Agencies Maintained by Personal Memberships, p. 52; Agencies Maintained by Institutional Membership, p. 52; Agencies Maintained Chiefly by Constituent Associations, p. 53; Agencies Concerned with Accreditation, p. 53; Relation of Voluntary Organizations and Governmental Authority, p. 55.	
Regional Voluntary Agencies.....	55
Voluntary State-wide Associations.....	57
Associations of Students.....	58

**CHAPTER VI Segments of Education Requiring Special Organizational Arrangements.....**

Teacher Personnel for the Lower Schools.	59
Guidance and Counselling.....	62
Adult Education.....	63
At the Community Level, p. 64; On the College and University Campus, p. 65; At the State Level, p. 65; At the National Level, p. 66.	



<b>CHAPTER VII In Summary</b> . . . . .	69
Local and Institutional Responsibility . . .	69
State Organization . . . . .	71
Federal Responsibility . . . . .	72
Voluntary Organization . . . . .	73
Organization for Special Aspects of Edu- cation . . . . .	73

# The Role of Organization

In the other volumes of its report this Commission has set forth the issues of policy facing higher education. These issues have dealt with higher education's responsibilities with respect to national and international affairs and with means of broadening educational opportunities, of providing personnel and facilities, and of financing the programs necessary to achieve its expanding purposes. This volume is concerned with *organization*—the structural machinery which higher education utilizes to accomplish its purposes. Since organization is but a name given to the machinery whereby higher education operates, there are no valid principles of organization except those growing out of its objectives. Every question of organization must be answered in terms of how well it accomplishes predetermined purposes.

When organizational machinery becomes established, it tends to persist even after the objectives of higher education change. In fact, organizational machinery sometimes becomes so static as to retard the accomplishment of new or changed purposes. It is necessary, therefore, to look critically at the present organization of higher education in this country, not only because its static nature tends to slow down the normal processes of change, but also because our institutions have come down to us loaded with traditions many of which hark back to the practices of higher education in Europe. For decades Continental European universities, particularly German universities, were the seed beds for the nurture of leadership in American universities. But European universities were organized to serve an aristocratic, not a democratic, society.

In a democratic society, government strives to foster the maximum of freedom for the individual citizen consistent with the general welfare. This has a meaning for educational organization. *Just as there is no single mold into which children and youth should be fitted, so there is no mold into which schools, colleges, and systems of education should be fitted. Therefore, no single form of organization*

*is presumed to be best for all educational institutions or States. The dominant character of educational organization in a democracy is flexibility, not rigidity. Uniformity, the fetish of totalitarianism, has no place in a democracy. Variation is our accepted pattern.*

The fact that the President of the United States created this Commission to study problems in the field of higher education does not imply that there is a national system of colleges and universities. In its legal framework higher education in this country is nearly devoid of system. From a legal point of view, each institution, college, or university is almost a law unto itself, subject only to the general limitations and specifications found in its charter. The United States Office of Education listed 1,700 of these practically independently operated institutions of higher education in its 1946-47 *Educational Directory*. Of these, 45 percent fall in the category called colleges and universities, 16 percent are separately maintained professional schools, 14 percent are teachers' colleges and normal schools, and 25 percent are junior colleges.

Of these 1,700 institutions, 364 are controlled directly by the state, 199 are controlled by a district or city board, 445 are private corporations controlled by their own self-perpetuating boards, 480 are controlled by, or at least related to, Protestant denominations, and 212 are controlled by the Roman Catholic Church. There are 223 institutions maintained for men only, 275 for women only, and 1,202 are coeducational.

With the exception of institutions for the training of military and other Government personnel, of a few institutions mainly in the District of Columbia chartered by the Congress, and of the land-grant colleges and universities established under the Morrill Act of 1862, the Federal Government has had little to do with creating, and less with supervising, any of these institutions. *There is no legally established Federal system of higher education in the United States.*

Primary responsibility for education in this country rests with the states. Each state has developed a system of elementary and secondary schools over which the State assumes major control. It has established also one or more public colleges and universities and provided machinery for their control in the form of boards of trustees or regents appointed by public officials or elected by the people. Further, each State has chartered nonpublic colleges and universities and authorized their administration by self-perpetuating boards or by some organization such as a church.

Thus all of these 1,700 colleges and universities look to the State as the ultimate potential source of their control. Except for those professions requiring State licenses such as medicine, law, and teaching, the States prescribe only very general program requirements.



It has done even less in following up its limited requirements with systematic supervision. Institutions both public and private have been left essentially free to develop such programs as they chose. The States have followed the wise practice of setting up machinery under which educational programs operate under the direction, largely, of educators or of those professional groups to which the educators look for leadership. *In most States, therefore, there is no effective legally constituted system of higher education under State supervision.*

This description of the organization of higher education might lead to the inference that it is quite without system. But such is not the case. With a maximum of freedom to do as they please, these 1,700 institutions in the United States have voluntarily created their own devices by which a reasonably effective system has been developed. These devices, a multitude of voluntary agencies, are one of the unique contributions to organization made by and for American higher education. Many if not most of these agencies publish periodicals for distribution to their members. Most of them have annual or more frequent meetings. There is every opportunity, therefore, for each educational worker to be informed about what others in his field are doing. Ease of communication alone is enough to assure a considerable measure of coordination among the programs of colleges and universities. With such wide distribution of common knowledge, it is inevitable that common practice should spread widely also.

This ease of communication helps to explain the great influence of any forceful leader with a new idea. The compulsions of leadership rather than of authority are responsible for most developments in higher education in this country. Voluntary agencies have been chiefly responsible for bringing about the system, the coordination, and the cooperation under which higher education operates. These agencies exemplify democracy in one of its most effective forms. They have made unnecessary the building up of governmental controls, either National or State. The discussion of organization in this report must not be interpreted as minimizing the work of these agencies even though this discussion will be concerned largely with governmental procedures.

*The principal function of government in the field of higher education is to facilitate the free exercise of initiative and self-direction by educational leaders and institutions under their own devices. Government, both Federal and State, can best safeguard the vast stake it has in the development and maintenance of the strongest possible system of higher education by exercising leadership rather than by authority.*



# Developing Adequate Facilities

While no sharp line separates the several types of institutions, it will be helpful to classify them for purposes of this discussion into the following: (1) community colleges; (2) colleges of arts and sciences; (3) teachers colleges; (4) universities and professional schools; and (5) proprietary institutions.

## COMMUNITY COLLEGES

Only a few decades ago, high school education in this country was for the few. Now, most of our young people take at least some high school work, and more than half of them graduate from the high school.

Until recently college education was for the *very* few. Now a fifth of our young people continue their education beyond the high school.

Many young people want less than a full four-year college course. The two-year college—that is the thirteenth and fourteenth years of our educational system—is about as widely needed today as the 4-year high school was a few decades ago. Such a college must fit into the community life as the high school has done.

*Hence the President's Commission suggests the name "community college" to be applied to the institution designed to serve chiefly local community education needs. It may have various forms of organization and may have curricula of various lengths. Its dominant feature is its intimate relations to the life of the community it serves.*

Volume I of the report of this Commission, entitled "Establishing the Goals," should leave no doubt about the urgent need for expanding and improving the program of the thirteenth and fourteenth years of our educational system. The complex demands of social, civic, and family life call for a lengthened period of general education for a much larger number of young people. The postponement of vocational choices until after high school graduation is wise in the case of increasing proportions of young people, thus calling for post-high-school vocational education for many. Adults in increasing numbers



are desiring to continue their education through evening classes and hope to find the opportunities for such education near their homes.

*Essential Characteristics of the Community College*

Volume I of the report of this Commission, "Establishing the Goals," describes the functions and the needed program of education at the community college level. Volume II, "Equalizing and Expanding Individual Opportunity," presents the expanded program of education at this level as one of the main developments required to make available an educational opportunity for all qualified young people. To achieve these purposes, the organization must provide for at least the following:

**First, the community college must make frequent surveys of its community so that it can adapt its program to the educational needs of its full-time students. These needs are both general and vocational.** To this end it should have effective relationships not only with the parents of the students, but with cultural, civic, industrial, and labor groups as well. These contacts should often take the form of consultative committees which work with faculty personnel. On the basis of such surveys and consultations its program should constantly evolve and never be allowed to become static.

**Second, since the program is expected to serve a cross section of the youth population, it is essential that consideration be given not only to apprentice training but also to cooperative procedures which provide for the older students alternate periods of attendance at college and remunerative work.** The limited experience which colleges have had over the past three decades with this cooperative method has tended to confirm the belief that there is much educational value in a student's holding a job during his college days, particularly if that job is related to the courses being studied in college.

**Third, the community college must prepare its students to live a rich and satisfying life, part of which involves earning a living. To this end, the total educational effort, general and vocational, of any student must be a well-integrated single program, not two programs.** The sharp distinction which certain educators tend to make between general or liberal or cultural education on the one hand and vocational or semiprofessional or professional education on the other hand is not valid. Problems which industrial, agricultural, or commercial workers face today are only in part connected with the skills they use in their jobs. Their attitudes and their relationships with others are also important. Certainly the worker's effectiveness in dealing with family, community, national, and international problems, and his interests in maintaining and participating in wholesome recreation programs are important factors in a satisfying life. Many workers

should be prepared for membership on municipal government councils, on school boards, on recreation commissions, and the like. The vocational aspect of one's education must not, therefore, tend to segregate "workers" from "citizens."

**Fourth, the community college must meet the needs also of those of its students who will go on to a more extended general education or to specialized and professional study at some other college or university.** Without doubt, higher education has given a disproportionate amount of attention to this group in the past, and it is well that a more balanced program to serve the needs of larger numbers is in prospect. On the other hand, it must always be kept in mind that one of its primary functions is to lay a firm foundation in general education.

**Fifth, the community college must be the center for the administration of a comprehensive adult education program.** This is discussed at some length in "Equalizing and Expanding Individual Opportunity", and a statement on organization in connection with adult education is made in Chapter VI of the present volume. It is of utmost importance that the community college recognize its obligation to develop such a program.

### *Organization of the Community College*

Three essential factors condition the type of program needed in the thirteenth and fourteenth years and hence determine the major aspects of organization:

1. Since a large proportion of young people will be expected to continue their education through the thirteenth and fourteenth years, it should be possible for many of them to live at home, as they now do to attend high school. Hence there must be a large increase in the number of institutions serving essentially their local communities.

2. The senior high school and the first two years of college, particularly the liberal arts college, are similar in purpose, and there is much duplication of content in their courses. The program of the community college must dovetail closely therefore with the work of the senior high school.

3. In most States there are many communities of a size too small to warrant their maintaining community colleges. It is essential, therefore, that the community colleges—including technical institutes, university branches, and the like—be planned on a State-wide basis and administered in such a way as to avoid expensive duplication and to provide training for each vocation somewhere. Such training should be made available to qualified students regardless of their place of residence within the State.

## *The Special Role of the Junior College*

In meeting these three major conditions, several problems of organization are involved. The first is the relation of the community college to the present junior college.

While the regular 4-year colleges and universities include the thirteenth and fourteenth years of our educational system, the institution which has been developed especially to meet the needs of this age group is the institution now commonly called the "junior college." Its development has occurred almost wholly in the last 25 years.

The directory published in 1947 by the American Association of Junior Colleges shows that the enrollment in these institutions has grown from less than 51,000 in 1927-28 to more than 400,000 in 1946-47. The junior colleges listed number 648, including 12 located outside the continental United States and 14 which are lower divisions of 4-year colleges. Of this total, 315 are publicly controlled, and 333 privately controlled. The publicly controlled ones, while fewer in number, enroll about 75 percent of the students. The average enrollment per junior college in 1945-46 was, public, 687 and private, 235, but there were still 140 public junior colleges enrolling fewer than 200 students each. As an indication of the extent to which the junior colleges serve the adults of their several communities, it may be noted that in 1944-45 of the total enrollment about 65 percent were special students, generally adults, enrolled for the most part in evening classes.

The methods of control of the junior colleges vary. Sixty-three are controlled directly by a State or by a State institution; 180 by a local school district; 72 by a district organized especially for the control of the junior college; 191 by a religious denomination; 96 by a nonprofit board; 39 by a person or group who operate it as a proprietary institution; and seven by other groups, chiefly the Y. M. C. A. As to length of curricula, 9 are 1-year institutions; 599 are 2-year institutions; 4 are 3-year institutions; and 40 are 4-year institutions, embracing generally the eleventh, twelfth, thirteenth, and fourteenth years. (All enrollment figures previously quoted include only the thirteenth and fourteenth years.)

It would appear from the above that the junior college is already making a significant contribution toward meeting the needs of those who wish to continue their education in their home communities beyond the high school. They are as varied in their programs as in their forms of control, and are flexible in their adjustment to local needs.

It is assumed, then, that the present junior college is pointing the way to an improved thirteenth- and fourteenth-year program. A change of name is suggested because "junior" no longer covers one of the functions being performed. The name was adopted when the pri-



mary and often the sole function of the institution was to offer the first two years of a 4-year college curriculum. Now, however, one of its primary functions is to serve the needs of students who will terminate their full-time college attendance by the end of the fourteenth year or sooner. For them a wide variety of terminal curricula has been developed. Such an institution is not well characterized by the name "junior" college.

### *Relation of the Community College to a State-wide Educational Program*

No common pattern of the relationship of the community college to a State-wide education program can be suggested for all States.

**A careful study should be made in each State of the needs for more and better educational facilities at the thirteenth- and fourteenth-year level. The State department of education, the public schools, the institutions of higher education both public and private, and interested laymen should join in making the study in order that the resulting plan shall take into account the total educational resources as well as the total needs of the State.**

Only considerations of efficiency and economy should be taken into account in planning for and locating a community college. Many extraneous pressures are likely to be exerted, but the decision should be based wholly upon the need as established by the State-wide study recommended above.

While no minimum enrollment figure is universally applicable, institutions with fewer than 200 full-time students, or the equivalent in part-time students, in the thirteenth and fourteenth years seldom can operate sufficiently strong programs without excessive cost. Even this number will justify only a partial program, but it may be good as far as it goes. On the other hand, many of the community colleges will have highly specialized terminal curricula in which the enrollment will be small, even though they serve a large region or sometimes, indeed, the whole State.

Community colleges should be located so that one is within reach of the largest possible proportion of the qualified young people, but the number should be kept small enough to permit their efficient administration. Of course not all the colleges should maintain identical programs, but among them should be found practically all of the types of programs needed by the State. Perhaps all should offer general education courses, while few should have preparation for the less common occupations, such as printing. The determination of where each uncommon curriculum should be located should be made by the appropriate State authority, but wherever it is located, it should be available to qualified young people in the larger area—perhaps the whole State—that it serves.

## *The Need for More and Better Public Community Colleges, Local and District*

As indicated above there are now 180 local communities, mainly municipal school districts, which maintain the thirteenth and fourteenth years as a part of their school systems. Sometimes these local communities are entire counties. Though frequently organized separately from the local high school, the college programs have usually been closely integrated with the high school programs. They are commonly administered by the same officers who administer the rest of the local public schools. They are sometimes wholly supported by funds raised by the school district; sometimes by district funds supplemented by State allotments; sometimes in part by fees paid by neighboring districts for students resident in those districts; and sometimes partly or almost wholly by fees paid by the students who attend.

**This Commission recommends that all states which have not already done so enact permissive legislation under which communities will be authorized to extend their public school systems through the fourteenth year.**

When such permissive legislation has been passed, local school authorities in municipalities and counties which meet the specifications prescribed in the law are urged to give most careful consideration to establishing community colleges as a part of their school systems.

Even if all the local communities in a State having population and financial resources enough to justify establishing local community colleges do so, in most States there will still be large areas not served. Thousands of small town and rural high schools should not attempt to extend their work beyond the twelfth year. In fact many of them are too small to maintain efficient twelve-year school systems. Yet their young people should have the same opportunity to continue their education as the youth of the more populous centers.

**This Commission recommends that to serve this large group of small communities a State-wide plan be developed embracing all communities large and small.**

From developments to date it seems likely that two different plans will evolve for meeting the public educational needs of the State. One plan will be better in some States, the other plan in other States. These are: (a) a State-wide system of community colleges under the jurisdiction of the State department of education, or (b) a State-wide system of community colleges under the jurisdiction of some institution of higher education, or of an authority representing all public higher education in the State. In either case the possible participation of

the private and church-related colleges in the plan should be considered, but without implying that public funds should be used to support sectarian education. The first of these two plans amounts essentially to extending the State public school system through the fourteenth year. The second plan contemplates retaining the thirteenth and fourteenth years as a part of higher education and developing a comprehensive program for those years under the jurisdiction of the higher education authorities of the State. The rapid development of centers as branches of a State or private university indicates how strong this "university branch" movement is.

Under either plan the State would need to be divided into regions or districts not coterminous in most cases with any existing school districts. The community colleges in these districts would have to be planned so as to serve the needs of the whole State. A special board for the control of each district community college might be set up, or the college might be controlled by the local school board of the municipality in which it is located. The system of regional institutions might be controlled by the State board of education if a part of the public school system, or by the State board of regents (or similar body) if a part of the State system of higher education. They might be supported at least in part by a district-wide tax or largely by State funds. In fact there should be the greatest flexibility in the methods of control and support in order that the development of community colleges may fit into the existing pattern in each State, thus serving to strengthen rather than to weaken each State's present educational program.

#### *The Place of the Private and the Church-Related Community College*

There are 96 privately controlled nonprofit junior colleges, 191 church-controlled, 39 proprietary, and 7 controlled by other organizations. Their enrollments in 1946-47 totaled 78,150. Many of these junior colleges are the upper grades of schools with high school divisions and sometimes elementary schools as well.

The need for an improved and a more widespread opportunity for at least a 2-year course beyond the high school is a challenge to church-related and other private colleges as much as it is to public institutions. It is quite possible, too, that some of the present 4-year colleges will find it advantageous to stress even more than at present the work on the junior college level. Some may even discontinue their more expensive senior college work. **This Commission recommends that both the junior colleges and the 4-year colleges under private and church auspices have the fullest opportunity to be related to the movement to improve the program of the thirteenth and fourteenth years.**



## *Grades to be Included in the Community Colleges*

With respect to length of curricula there is no single pattern applicable to all community colleges. In some States the pattern will no doubt follow the traditional arrangement, and thus the community college will be a 2-year institution above the 12-grade school. This is likely to be the plan followed in States which vest the administrative control of the community colleges in a State board since the State will hesitate to disturb the organization of the local high schools. The development of better counseling programs for students and closer cooperation between the high schools and the community colleges will do much to strengthen the continuity of the student's individual program and to enable the community college to serve its young people's needs efficiently.

Where a school extends its program through the fourteenth year, the senior high school and the first 2 years of college are brought under a single administration and into much closer relationship than formerly. About 40 communities or institutions have combined the last 2 years of the high school and the first 2 years of college into such a 4-year unit. This has naturally been accompanied by the expansion also of the junior high school into a 4-year unit. Thus, some communities (Pasadena, California, is a well-known example) have made a three-unit system—a 6-year elementary school, a 4-year high school (sometimes called junior high school) and a 4-year college (commonly called a junior college although in effect a community college).

*No single plan of organization is advocated. What is urged, however, is that the present inefficiency and loss of time involved in the transition of students from high school to college be reduced as far as possible.*

## *Lack of Cooperation Between High Schools and Colleges*

High schools and colleges traditionally work separately on their common problems of preparing for and admitting youth to college. This is harmful to students and leads to inevitable irritations between high school and college personnel. High schools resist the "unwarranted pressure" from the college, and the colleges scold about the "miserable preparation" their students are getting in the high school. This separateness in jurisdiction of the colleges from the rest of the State system, while not so serious formerly when only a few attended college, is now becoming a major problem of organization.

The present difficulty grows largely out of the fact that the academic work of the last 2 years of the high school and that of the first 2 years of the typical arts college are essentially identical in purpose. Therefore, to have half of this 4-year period administered by the high schools, under one system of controls, and the other half administered

by the colleges, under another system of controls, constantly raises many serious questions. Only two of these will be discussed.

*First, the present plan is wasteful.*—Many of the same subjects are offered in high schools and in college. Beginning chemistry, biology, or physics; solid geometry or trigonometry; ancient, medieval and modern English, or American history; foreign languages, ancient or modern, these and many other subjects may be studied in high school or begun in college. Colleges, therefore, rightly try to dovetail their requirements for a given student with what that student had in high school: But great difficulties arise in doing so.

The question may be raised as to whether coordinating the thirteenth and fourteenth years more closely with the eleventh and twelfth really solves the problem of ill-coordination between the lower schools and higher schools. Does not such an arrangement merely postpone the problem to the transition from the fourteenth to the fifteenth year?

In reply it must be recognized that transition from one institution to another is bound to involve some difficulty. Coordination cannot be perfect if one institution is under one authority and the other institution under another authority. But for many students the end of the twelfth year falls in the middle of a program, while the end of the fourteenth year falls at the end of one program and the beginning of another. General studies, as distinguished from concentration or specialization, commonly terminate at the end of the fourteenth year. Hence the transition at that point to a different institution involves much less of a problem of coordination than at a point 2 years earlier.

*Secondly, the present plan provides very inadequately for those who terminate their formal schooling at the end of the fourteenth year.* Liberal arts colleges recognize two purposes—general broadening of understanding through study in many academic fields during the first 2 years, or, in a few institutions, during the entire 4 years; and deeper understanding through concentration in one field, during the last 2 years. Thus the distinction between general and specialized functions is recognized. Even where this is done most effectively, however, the programs of the first 2 years are designed generally to serve much better the students who continue through 4 years than those who drop out at the end of 2 years. To be sure, an increasing number of 4-year colleges and universities are introducing terminal programs of less than 4 years in length, but these are yet so few that they serve better to emphasize the problem than to solve it.

While there is wide variation among colleges, no less than one-third and in some institutions as many as two-thirds of the students follow-

ing 4-year curricula in liberal arts colleges drop out before or at the close of the first 2 years. In engineering schools the percentage is higher. For this large group, few educators contend that the present arrangement is the most desirable. Some of these "drop-outs" know at the time they enter college that they will attend no longer than 2 years. Others could be led to see the desirability of a shorter than 4-year terminal program by a suitable system of counseling.

It must be remembered, however, that the number of years embraced in a community college is important only as it facilitates close integration of the work of the senior high school and the first 2 years of the college. If other means are at hand of assuring essential unity of the program of these 4 years, little importance should be attached to the question of whether the community college is a 2-year or a 4-year institution.

### *Administration of the State-wide System of Public Community Colleges*

A State which decides to develop a State-wide system of public community colleges will be confronted by three major questions respecting their management. First, shall they be under the management of the boards of education of the school districts where they are located, or under special boards created for the purpose, or under a State board, presumably either the State board of education or the board of regents? Second, how shall they be financed? Shall it be by a special tax spread over the local community or the region served by each one; by assessments upon outlying school districts on a fixed-fee basis per student attending the community college from that district; by the State's bearing essentially the total cost; or by relatively high student fees? Third, how shall the location and the programs of the several colleges be determined so as to assure their serving satisfactorily both the community needs and the needs of the larger area?

There is no single answer to any of these questions. A consideration of the merits of each alternative would involve a lengthy discussion. A few general suggestions, however, are given here.

*Control.* Complicated machinery of control such as a special board for each community college is to be avoided where possible. Even though the district served may be larger than the local school district, the actual administration of a community college may safely be left in the hands of the board of education controlling other schools in the community if some agency outside, such as the State, is in position to assure consideration by the local board of the interests of those students living in outlying territory not represented on the local board.

*Meeting the cost.* It is a sound principle to place upon each school district the responsibility of meeting at least a part of the cost of



public education of the residents of that district, wherever they must go for their schooling. This principle now prevails in most of the States when students go from one district to another for high school education. It would seem that it should prevail also for public community colleges. But it is to be presumed that the State will contribute a large share of the cost.

*Student fees.* This Commission believes that the public community college should be free as are the other parts of the public school system. The practice of charging fees would tend to jeopardize the most distinctive virtue of the American system of free public schools, and would in the long run greatly reduce the value which the nation hopes to derive from the recommended extension of the public school system. The principle here enunciated is discussed in other volumes of this Commission's report entitled "Establishing the Goals," "Equalizing and Expanding Individual Opportunity" and "Financing Higher Education."

*Degree of State responsibility in the management of community colleges.* Without regard to the plan of management or the measures adopted for financing the community colleges, they must be so organized that they serve the interests of the whole State as well as the interests of the communities in which they are located. Therefore, what each college includes in its curricula must be subject to State approval. Similarly, policies under which students from any section of the State have an equal chance to enter institutions having curricula found in only some of the colleges must be adopted by the State. Plans for transportation and for housing and feeding students who need these services must be made by, or at least approved by, the State. Some State agency therefore must have adequate authority and supervisory machinery to handle such matters.

## COLLEGES OF ARTS AND SCIENCES

Until the junior-college movement began three decades ago, the 4-year institutions and the proprietary schools provided practically all the educational facilities available beyond the high school. They still furnish the great bulk of instruction for the thirteenth and fourteenth years of our educational system. For every full-time student who entered a junior college for his first post-high school year of college work in 1939-40, there were four students who entered the regular universities and colleges. The colleges of arts and sciences, operating sometimes independently and sometimes as a part of a university, have carried the most of this instructional load at the junior-college level. While students in considerable numbers enter certain professional schools such as agriculture and engineering directly from the high school, the enrollments in the first 2 years of

the colleges of arts and sciences are at least three times the enrollments in the first 2 years of all these professional schools which accept students directly from the high school. Thus they carry on the programs of the thirteenth and fourteenth years. But they do this in conjunction with other services in higher education. Their total program must be considered.

The community colleges discussed above will meet the needs of many of the increasing numbers who should continue their education beyond the twelfth grade. But out of the larger numbers there will be many, probably more than in the past, who will wish the type of program and of college life to be found only in the residence college which stresses the 24-hour-a-day life of the students. How large the demand for this type of college education will be will depend upon many factors, some of them quite unpredictable, such as the ability of larger numbers, with or without scholarships, to meet the costs. But of one thing there can be no doubt. The most important factors determining the extent of demand will be in the future, as in the past, the quality of the work of the colleges, and their adaptability to changing needs.

No institution in this country holds a place of higher esteem and deeper affection than the independent liberal arts college. There are 587 of them, 184 under private control, 253 affiliated with Protestant denominations, and 150 with the Roman Catholic Church. Some of them are parts of universities, but the majority are independent 4-year colleges of arts and sciences. They constitute a distinctive feature of the American educational system.

**The services of the liberal arts colleges will be needed in the future as in the past. There are at least the three following types of program for which the country will look principally to the colleges of arts and sciences:**

*The 4-year, broadly general curricula embracing the thirteenth through the sixteenth year.* If and when fairly complete and comprehensive systems of community colleges are set up in the several States, there will be still large numbers of young people for whom the general education program terminating with the fourteenth year will not be adequate. They, and their parents for them, will wish a well-planned 4-year program of general education above the present level of high school graduation. Life on a college campus during those 4 years will be cherished as an intrinsic part of that program. The positive religious influence exerted on the lives of the students will be an important consideration in the minds of many. Raising the level of general education for the many should go hand in hand with broadening and deepening still further the intellectual, moral, and spiritual foundations of those able and willing to pursue a more extended course. As the growth of the community college stimulates the continuing edu-

cational interests of more and more young people and parents, more and more will the capable young people, who now tend to drop out prematurely, remain in high school and college.

*The four-year general curricula embracing the eleventh through the fourteenth years.*—Many young people of ages 16, 17, 18, and 19 are well suited for residence on a college campus. In the school system developed on the 6-4-4 plan, the last unit embraces these ages. Liberal arts colleges may well parallel this last unit. These are the years when young people need the richest opportunity to develop their individual interests and aptitudes, to try their own wings, to get the full meaning of membership in a democratic society, and to be made ready for virtually unrestrained self-direction.

Furthermore, there is a tendency at present to stretch out too long the period of preprofessional and professional study. Students ought much more generally than now to enter many fields of professional study when not older than 20. It would be helpful if they could have finished a well-planned general education course before starting their professional study. Today the age of 20 falls in the middle of the arts college course.

Finally, only about half the students enrolling at present in the 4-year colleges in this country continue more than 2 years. For the half that drop out, a terminal program planned to serve them will undoubtedly be better than the present arrangement.

For these reasons, curricula which carry as much unity as possible for the 4-year span, eleventh through fourteenth years, are very desirable. In many communities and under many circumstances, this unity can be achieved most effectively by a 4-year community college or a 4-year residence college embracing those years.

*The 2-year general curricula embracing the thirteenth and fourteenth years.* Just as it is expected that many 2-year community colleges will continue or be organized in close coordination with the senior high schools, so it may well turn out that many liberal arts colleges will find it desirable to limit their work to the thirteenth and fourteenth years. This will be particularly true in States and communities where the public community colleges in general are 2-year institutions. In short, independent colleges of arts and sciences which offer residence facilities on their campuses should parallel the system of public community colleges in the several States, some having 4-year and others 2-year curricula.

*A program designed to combine general education with preparation for occupations such as teaching, journalism, art, and music.* There are many occupations for which preparation is found mainly in the study of arts and sciences. For such occupations some specialization is required, but not so much as for many other professions. The teach-



er or the journalist or the artist utilizes the arts and sciences as his principal stock in trade even though he must have considerable specialized professional knowledge and skill.

The certificate requirements for high school teachers are being constantly raised. Several States now require as a minimum a master's degree or the equivalent. It may be confidently predicted that most of the States will soon adopt requirements at least as high. This poses a serious problem for the colleges whose courses lead only to the bachelor's degree because teaching is one of the principal occupational outlets for the arts colleges.

Two ways of meeting the situation suggest themselves. The 4-year colleges which prepare high school teachers may add a fifth year, or they may discontinue the thirteenth and fourteenth years and maintain a 3-year institution beginning with what is now the junior year in college. In either case the concentration in some group of college subjects and the specialization in the pedagogical subjects through at least the last 3 years of the curricula leading to a masters degree should constitute excellent preparation for teaching. The present plan of building a curriculum for a bachelor's degree and then another often poorly related program for a master's degree is far inferior as a preparation for teaching than would be a unified 3-year program above the community college, or above the sophomore year of the liberal arts college.

What has been said of preparation for teaching may be said also with almost equal validity of preparation for journalism and many other callings closely bound up with the arts and sciences. Colleges of arts and sciences have a splendid field of service in preparing for these callings.

## TEACHERS COLLEGES

In the early days of the development of the public school systems in the several States the most pressing problem was how to obtain good teachers. State after State established one or more normal schools to train their teachers. The public schools were largely elementary schools, and the primary purpose of the early normal schools was to prepare elementary teachers.

There are now 204 teachers colleges and normal schools located in 42 of the 48 states. Of this total, 162 are under State control, 5 are under district or city control, 20 are under private control, and 17 are under control of a religious denomination. Only a few still are called "normal schools." The great majority are now teachers colleges, but increasing numbers are becoming State colleges or State colleges of education. Practically all grant the bachelor's degree, many grant the master's degree, and several grant the doctor's degree. Increasingly the teachers colleges, particularly those which have become State col-

leges, are offering other curricula in addition to those for prospective teachers. For these the bachelor of arts degree is commonly granted.

The teachers colleges, therefore, partake so largely of the nature of the colleges of arts and sciences which also prepare teachers, that the discussion concerning colleges of arts and sciences is almost equally applicable to teachers colleges. A special discussion of the problems of preparing teachers appears in Chapter VI of this volume.

## UNIVERSITIES AND PROFESSIONAL SCHOOLS

In the United States, a university usually consists of a college of arts and sciences, a group of professional schools, and a graduate school. Its college of arts and sciences is not materially unlike the independent colleges of arts and sciences; hence, what is said in that discussion has applicability also to the university college of arts and sciences. The university has a special obligation, however, to play its part in the development of a system of community colleges.

### *The University and the Community College*

Does the proposal to develop a system of community colleges mean that the university will drop its freshman and sophomore program and become only a senior college of arts and sciences, a graduate school, and a group of professional schools? Probably some universities will. On the other hand most probably will not, at least in the near future. The universities have an obligation to continue their thirteenth and fourteenth year program for three reasons:

*First*, in every State there are likely to be vocational and semiprofessional fields so closely related to professional schools that preparation for them can be conducted more economically and effectively at the university than elsewhere. Medical and dental technicians are illustrations. Printing can be taught better where there is a school or department of journalism. Also, there are likely to be geographical areas within the State which can be more advantageously served by the university than by a local community college. Hence, a college patterned after the community college may well be maintained as a part of the university, particularly the State university, offering the general education program along with at least those vocational curricula associated with professional schools.

*Secondly*, through an improved State-wide guidance and counseling service, discussed in a later section of this volume, some young people will be identified who should start early on a program of broad basic education in preparation for lives of scholarship and research. The university may well provide a general education program for them somewhat more comprehensive in its program than would be appropriate for most of the community colleges.

*Third*, and most compelling the university should be pointing the way constantly to the improvement of the community college. The university should be the center for research and experimentation dealing with all the problems of administration and programs of the community college. Thus it should maintain its own unit as a sort of demonstration college. Without such a unit the university cannot exercise the leadership it should in the constant evolution of the community college. Nor can it discharge at all effectively its supremely important function of preparing teachers for the community college.

### *The Professional Schools*

The comprehensive university in this country administers a varying number of professional schools, often as many as 15. This is a far cry from the time when the "learned professions" meant medicine, law, and theology. And the number of special fields taking on the status of professions continues to increase.

Each professional school has its own problems of organization. These cannot be considered helpfully except on the basis of a special study of each type of school by the profession served by it. The contribution to our national life made by the professions is measured in terms of our improved health status and lengthened span of life, our increased agricultural production, our material comforts, and a thousand other items in our high standard of living and in our sense of social and spiritual well-being. No one questions the need for adequate support of the professional schools to the end that the people may have ample professional services at a reasonable cost.

The proposals recommended above to extend the school system to include the fourteenth year by the development of community colleges does not mean that all professional study should be postponed to the end of that period. For example, pharmacy may well continue its 4-year curriculum based on a 12-year school course. Possibly engineering, or agriculture, may find it advantageous to base its professional curricula upon a 12-year or 13-year rather than a 14-year school course. To enter such professional curricula, students may be expected to transfer at the appropriate point from the community college to the professional school.

### *Graduate Schools*

The most advanced unit of the American university is the graduate school. There are many variations in organization found in graduate schools. One thing they have in common; namely, all require the bachelor's degree or equivalent for admission. Some offer work leading only to the master's degree—usually 1 year. Others offer work leading to the doctor's degree in one or in several departments. A few organize postdoctoral work. Some limit their fields of study to



the basic arts and sciences, others include also professional subjects, while still others confine their work to a single professional field.

Despite the fact that there is no single pattern of organization into which the graduate schools fit, the services they render are of utmost importance to this country. They stimulate research and carry on a goodly part of it. They train research workers and thus help to assure continued effectiveness in the research activities throughout the country. Of equal importance is their third service, the education of teachers, particularly college teachers, and other leading scholars.

Research and the training of research workers as well as Government participation in research programs will be discussed in Chapter V. The graduate school as an institution for the training of college teachers is the principal theme of this Commission's Volume IV, "Staffing Higher Education." It must be remembered, however, that the graduate schools are the springs from which flow the main streams of our intellectual life. Whatever is necessary to keep these springs full, pure, and ever flowing is the least a free people can pay if they wish to stay free.

## PROPRIETARY SCHOOLS

Most States provide in their laws governing corporations for two types of educational institutions. One of these is the nonprofit type. These are not authorized to make a profit for the incorporators. Their educational property is exempt from taxation. The other type is the proprietary institution which is authorized to earn a profit. The commonest illustrations of this latter type are the private business college and the private technical school. Without doubt they play a very important role in our educational system. They should be strengthened and fitted more effectively into the total educational program of the State.

For decades the proprietary business college was almost the only institution offering practical training for office workers. The high schools and a few nonprofit colleges now share in that service. When automobiles first appeared in large numbers, the proprietary auto-mechanics schools trained most of the garage workers. Now the public and private nonprofit trade schools share in that service. So in many other fields. Before the public school system can adjust to new demands, private initiative steps in and establishes schools.

Two forms of education which are especially adapted to the 18- and 19-year olds are apprenticeship and on-the-job training. One lesson is being unmistakably taught by the present veterans' education programs, however, namely, that if on-the-job training is to be truly educative, it must be associated with study at an educational institution. It must take on the essential nature of apprentice training.

As such it will be a very important phase of many proprietary schools as well as of community colleges.

Hundreds of thousands of students are in attendance at the proprietary schools today. These schools have their own machinery for accreditation, and the better ones are doing excellent work. But in most States there is no provision for checking the standards of these proprietary institutions by regular educational authorities. In many States neither their applications for charters nor their regular operations are supervised by the State department of education or any other State educational agency.

The commonly accepted theory seems to be that since they operate for profit they are outside the family of educational institutions. Anyone choosing to patronize them does so without benefit of any public assurance as to their standards. That theory is unsound. No educational program should be operated without approval of State educational authorities. While a large proportion of the proprietary schools in this country do high grade work, some follow recruiting and educational practices that are nothing short of scandalous.

*Good proprietary schools would welcome close cooperation with the State school system and would be glad to operate in suitable relationship with the programs of the nonprofit educational institutions. The others should be improved or closed.*

## OPTIMUM SIZE OF INSTITUTIONS

A final factor influencing the effectiveness of higher education should be mentioned even if no conclusive light can as yet be shed on the problem. The undergraduate and graduate enrollments of most public colleges and universities are already far higher than their plant and facilities were designed to accommodate. We may not yet know the *optimum* desirable size for colleges with different aims and programs. But that sheer *bigness* now threatens to lessen the effectiveness of the education given will undoubtedly be conceded by all familiar with the facts.

A desire for excessive "bigness" must not interfere with high standards of effective quality. Furthermore, "small colleges" must be allowed to remain small. The megalomania of some of our state and municipal universities must give way to decentralization. And if the implications of better standards of size reveal that we have too few individual college units for undergraduate (or graduate) purposes, this fact has to be faced honestly as a problem of national policy.

*This Commission believes that in the foreseeable future our Nation will need more, separate, 2-year and 4-year college and university units of small size, located geographically in economical relation to popula-*

*tion centers. These must be in addition to the recommended increase in community colleges.*

Some of these added units should be created on the initiative of already established public institutions of higher learning; others through action by the State; still others through private foundations. The basic need is to assure decentralization and a closer approximation to an optimum sized institution.





## Governmental Organization at the State Level

In New York, the Board of Regents of the University of the State of New York exercises jurisdiction over all levels of education from the kindergarten through the university. In four other States there is essentially the same unified administration although less complete. In all the other States, there is machinery for the control of at least a part, if not all, of higher education separate from the State department of education which has jurisdiction over elementary schools and high schools.

This Commission earnestly believes that a unified educational organization within each State is necessary. It recognizes that temporarily it may be expedient in some States to make use of a dual system of State administration. In such a transition period, there should be no unnecessary delay in bringing about a strong, unified State organization of education embracing higher education.

### STRENGTHENING STATE DEPARTMENTS OF EDUCATION

There are States with education departments soundly organized and adequately staffed. Many States, however, still depend almost wholly upon the local communities, with practically no provision for State-wide planning or administration in the field of education. In these States the machinery of organization takes little account of the professional nature of education. For example, the State superintendent of schools in 31 States is elected by popular vote. This nonprofessional attitude toward the chief State school officer results in many cases in an unwillingness on the part of the best educational leaders in the State to run for the office of State superintendent of schools. The best prepared educators feel compelled sometimes to decline appointments to supervisorships and other important offices in State departments of education. In most such States, furthermore, the larger cities have been declared independent school districts and are thus out of the

jurisdiction of the State superintendent of schools in such matters as course of study and the certification of teachers. Thus the leaders in the city schools are not deeply concerned about the strength or weakness of the State department of education. For these and other reasons there has been little evidence in recent decades of any concerted effort in the States to abolish the practice of electing the State superintendent of schools by popular vote. In the view of most educators, this change is essential before adequate State departments of education can be developed.

But State programs of education have reached a critical period in their development. The Nation recognizes as never before that its welfare depends upon a greatly improved and extended system of education. Stronger State departments of education constitute the key to the solution of the problem. The success of the Commission's proposal to extend the public educational system to include what is now the first two years of college depends largely upon the ability of the State Departments of Education to organize this program. In the opinion of the Commission, the Federal Government will find it necessary and desirable to participate in financing an extended program of higher education. When it does so participate, it should adhere as far as possible to the policy of leaving almost the complete control of the program to the States. *But it should not and cannot safely do so unless in every State the department of education is qualified to assume leadership in State-wide planning and in the administration of the program.* Whether essentially complete local district control of education has been the wisest policy in the past may be debatable, but if a State-wide system of community colleges is to be established in a State, the authority and the responsibility for its development must rest largely upon the State. Local district control will not suffice for this extended program.

It is true that there are certain aspects of higher education which require interstate and national planning and administration to a degree greater than is true of the lower schools. But such larger planning must rest on better coordination of the colleges and universities on a State-wide basis than prevails at present.

Probably no one scheme of organization is best for all States. The important thing is that the department must be able to win the respect of the best educational leaders both within and outside the State, and must be able to draw to its service as staff members the most capable educators in the several fields of education.

**To assure this status it is believed by this Commission that there should be appointed in each State, a group of distinguished citizens to serve as a State Board of Education. They should be individuals with a deep devotion to education but in general not connected**



professionally with schools or colleges. The members of this board should serve for long, overlapping terms without pay. They should choose the State superintendent or commissioner of education and under his leadership formulate the basic policies under which the State educational system develops.

## PRESENT STATE MACHINERY FOR THE ADMINISTRATION OF HIGHER EDUCATION

### *Private and Church-related Institutions*

States provide for chartering institutions under private or church control. Most States allow a high degree of institutional variation and independence among these institutions. In some States, unfortunately, the State governments have been so lax in their chartering procedures that here and there institutions which are little more than "diploma mills" have been established. When once chartered, these institutions are practically without supervision by any State authority. On the whole, however, these State-chartered institutions under private and church control have maintained satisfactory standards and have contributed very greatly to the education program in most of the States.

### *Publicly Controlled Colleges and Universities*

The machinery through which the States exercise control of public higher education is of three types. *First*, in certain States, five in number, all public higher education is under the control of the same board which has jurisdiction over elementary and secondary schools. *Second*, the State exercises its jurisdiction over higher education through a single board which has control over all or most of the publicly controlled institutions of higher education in the State, but not over the elementary and high schools. In some States this board, commonly known as the "board of regents," appoints an executive officer, usually called a "chancellor," through whom the board operates in its control over each of the publicly controlled institutions in the State. There is then an executive officer at each institution, usually called a "president," acting under the general direction of the chancellor. *Third*, there is a separate board of trustees for each of the State's publicly controlled institutions or groups of related institutions. Sometimes these boards within a given State or the presidents of the institutions maintained by a State under these separate boards organize a coordinating council to bring as much unity as possible into the programs of the several institutions. In a few States there is statutory provision for such a coordinating council. In general, however, each board acts separately.

States do not fall clearly into the above-described three categories.

State departments of education in some States control some colleges but not all. In some States the State board of regents controls a number of institutions but not all. In some States some institutions operate under their own separate boards while other institutions are under the State board of education or board of regents. In fact, the arrangements found for the control of public colleges and universities in the several States show wide variation.

During the past 35 years States have become increasingly aware of the excessive cost, in both money and public favor, of the incoordination represented by many of the present arrangements. Accordingly, a score or more of States, one after another, have changed the machinery for the control of their public colleges and universities. These changes have been of four types which may be roughly characterized as follows:

- (1) Creating coordinating boards to approve curricula only, leaving the control of each college or university to its own board.

- (2) Abolishing the separate boards in charge of the several institutions and creating a single board to have charge of all institutions.

- (3) Creating an executive office of the board (usually a chancellorship) to execute decisions of the board at all institutions.

- (4) Creating a single board with its executive officer, but limiting the responsibility of the central board to those aspects of control directly related to coordination and leaving the several boards in charge of the institutional operations.

#### *Difficulties in State Organization*

There are serious difficulties which the States experience in carrying out their higher-education programs under the various administrative organizational systems described above. *First*, there is the ever-present problem of properly coordinating higher education with education in elementary and secondary schools. In few States is there a close working relationship between State departments of education and colleges and universities. This has led to numerous conflicts, notably with respect to college admissions and competition in the State legislature for funds.

The *second* difficulty arises from the existence of publicly controlled institutions and privately controlled ones in the same State. These two groups, instead of working in a closely coordinated system, too often operate in a competitive spirit. The privately controlled colleges in many cases of necessity charge relatively higher fees, thus making close cooperation between the two groups more difficult. In few States is there a legally constituted State office responsible for assuring high standards in both types of institutions or for developing a well-coordinated system involving both types of institutions. There is, accordingly, much overlapping and expensive duplication. At the

same time, there is neglect of certain fields of education not adequately covered by any of the institutions.

A *third* difficulty is the lack of machinery to carry on the necessary continuing studies on the basis of which a comprehensive and flexible program in higher education could be developed and maintained. Each educator is concerned almost wholly with his own institutional problems, and no one is concerned essentially with guaranteeing an adequate State-wide program in higher education. Many surveys have been made under the jurisdiction of boards of regents in individual States, but there has been inadequate machinery to carry out the recommendations made in these surveys.

*Fourth*, programs of research necessary for the development of the State's resources, both human and material, are urgently needed. These programs would naturally be coordinated with Federal research programs insofar as such coordination proved desirable. But there is no machinery at present to set up adequate research programs on a State-wide basis. These programs would no doubt involve faculty and equipment already found in many institutions in the State as well as new personnel and equipment not at present in any of the institutions.

*Fifth*, better arrangements for professional licensure are needed. Practitioners in many of the professions are licensed by the State. Without such State license they are not allowed to practice. Each State has separate boards to pass upon the qualifications of applicants for license to practice the several professions. These boards set the standards for licenses and hence for the professional schools which prepare for the examinations. These examining boards are composed mainly, sometimes wholly, of representatives of the given profession. This is the agency through which the public's interest is to be safeguarded.

Parallel with this examining function is the accrediting function, carried on sometimes by the organized profession and sometimes by the professional schools themselves acting through an association. Through the accrediting function, control is exercised over the enrollments in the professional schools and hence over the number of applicants for the examination. It is possible through this device to jeopardize the public interest by limiting unduly the numbers in a given profession or by failure to prepare for the less appealing types of service the profession should render. The present scarcity of doctors in country districts is an illustration.

*The above comment is not intended to reflect upon the public service spirit of professional personnel. It is made for the purpose of pointing out that, in spite of examining boards operating under public auspices, each profession has practically a monopolistic control over*



*the quality and number of members in it. This imposes a special obligation on each profession to have constant regard for its public responsibility, and to organize its professional schools accordingly.*

These five difficulties are by no means all. They serve to illustrate the urgency of the need for better organization at the State level.

## DEVELOPING A STRONGER, BETTER COORDINATED STATE-WIDE PROGRAM IN HIGHER EDUCATION

From the point of view of organization probably the greatest need faced by higher education is for the machinery necessary to assure a comprehensive but economical State-wide system of higher education. *If the American theory of a maximum degree of State sovereignty over education is to succeed over the long years, States must assume the responsibilities inherent in that theory.* The most desirable objective is the development of strong State Departments of Education to provide essential coordination of all levels of education.

In those states which do not now have or do not establish unified educational systems, it is recommended as an interim measure until State Departments of Education are strengthened and their jurisdiction extended to higher education that a State Commission on Higher Education be created. Such commission should consist of representatives of the State department of education; of the various types of institutions of higher education—public, private, and church-related—including junior colleges or community colleges; and of leading non-educational groups. In States where there is a minority group problem, such minority group should be represented. Members should serve without pay other than to cover expenses. Except in those States in which the State department has jurisdiction over the publicly controlled colleges and universities, the Commission should operate outside the State department of education, since it will deal only with higher education. But it should always operate in close relationship with it. The commission should choose its own executive officer and should be supported by State appropriations made directly to it.

The functions of the State Department of Education or the State Commission in those states which do not have a unified State Department would fall into two groups, administrative and advisory.

### *Administrative Functions*

Because voluntary associations are powerless to do anything about it, and because many States have failed to assume the necessary responsibility, one abuse has grown up in this country which is little short of scandalous. Many States still allow the chartering of institutions of higher education with almost no protection against fake operations. Thus it comes about that in a good many States institu-

tions are chartered and their control is granted to unscrupulous men and women, who virtually sell academic and professional degrees for a price. They run "diploma mills." For decades these have plagued this country not only at home but in its relation with other countries. That such a practice has been permitted can be explained only by the fact that in most States the legally constituted department of education presided over by the chief State school officer has little or no responsibility in the field of higher education and, therefore, takes little interest in safeguarding the standards of chartered institutions of higher education. In most States, too, even public higher education is not organized under a single board, and, therefore, there is no single agency in the State concerned with standards of higher education.

The State Department of Education should have authority to examine the applications for charters of institutions of higher education, and the State should not establish nor grant charters for post-high-school institutions without its approval. As a corollary to this, two activities would follow:

(1) *All existing college and university charters issued by the State should be examined with a view either to harmonizing the educational programs with the charter provisions where such is not now the case, or to suggesting modifications in the charter when necessary to allow an institution to engage in a needed program.*

(2) *Steps should be taken to have charters revoked in the case of institutions found to be engaged in disreputable practices.*

The State Department, secondly, should have responsibility for a limited program of accrediting colleges and universities in the State.

Some legal form of State accreditation of institutions of post-high-school character should be instituted insofar as is necessary to assure conformity with the State charters, and designated institutions should be approved for the receipt of Federal funds. In carrying out this function close relationship should be maintained with the various regional and national accrediting associations, utilizing their standards where acceptable, their inspectors, or even their accredited lists.

### *Advisory Functions*

Although the functions in the second group are advisory, they are far more important than the two administrative functions named above. The State Department should work to secure the cooperation of all the colleges and universities in the development of a State-wide plan for a comprehensive program of higher education. Such plans should envisage the services of all of the institutions: public, private, church-related, and possibly others not yet in existence. While the participation of any institution in the program so planned would be voluntary, it is believed that in most cases the institutions would find it desirable to be a part of the coordinated scheme. The public should

be made aware of the proposed program and should be in a position to support it and to cooperate in its fulfillment insofar as it commended itself to the people.

Among the nonadministrative activities which the State department of education, where its jurisdiction extends to higher education, or the interim State Commission, should carry on, are the following:

*First, constantly survey the State's needs in the various fields of higher education, noting the services of the various colleges and universities in relation to those needs, and propose modifications of present programs or indicate the necessity for new programs to satisfy those needs.* Such a continuing survey would be a source of constantly fresh and reliable information to guide institutions in the development of their curricula and in the emphasis they put upon various phases of their work. This information would help guidance officers in high schools and community colleges to counsel students more intelligently with respect to their college and university plans. But more important still, this information would help public spirited citizens, institutional governing boards, and legislatures to have a clear State-wide picture of the services the colleges and universities are or should be rendering.

*Second, keep constantly informed of situations in the State where equality of opportunity for higher education is denied on the basis of race, color, sex, or religion, and recommend to constituted authorities procedures to reduce and finally to remove those inequalities.* The significance of this function is made clear in this Commission's volume, "Equalizing and Expanding Individual Opportunity."

*Third, devise and recommend procedures to minimize handicaps due to economic status and distance of students' homes from college and university campuses.* There is opportunity to break new ground in carrying out this function. Properly locating institutions and curricula within institutions, making available student work aids and scholarship grants, and providing transportation, are a few of the devices which merit consideration.

*Fourth, devise and propose procedures to identify youth of exceptional talent in the State, and to encourage their advanced education.* This function would reside in the State Scholarship Commission recommended in Volume II to administer Federal funds and to cooperate with the appropriate Federal officials in carrying out federally financed scholarship and fellowship programs. This field has been too long neglected in this country even though its importance is universally recognized.

*Fifth, investigate the need for forms of education which cannot be offered economically in the particular State, such as forestry, veterinary medicine, and architecture, and propose plans whereby appro-*



*priate numbers of young people may obtain such forms of education under contractual arrangements by the State with other States or institutions.* Since the States varied in population in 1940 from 110,000 to 13,500,000 and since each of 15 States had fewer than a million people, it is obvious that not all States should undertake to provide complete programs. But each State has an obligation to see that all forms of needed education are available to her people. One State, for example, recently appropriated \$100,000 to pay the costs of contracts with other States for forms of education not found in that State.

*Sixth, cooperate with the Federal agencies which subsidize or administer programs in higher education (including research) on a State-wide basis.* Federal agencies are handicapped at present in operating higher education programs. In the absence of suitable machinery to represent all the institutions in a State, the Federal Government is compelled to deal with each institution separately. This involves responsibility for selecting those institutions qualified to conduct a particular program, a function which the Federal Government should be able to leave to the States. Some machinery operating on a State-wide basis to cooperate with the many departments and agencies of the Federal Government is essential to the development of the proper relations between the Federal Government and the States in higher education.

*Seventh, cooperate with voluntary agencies working for the improvement of colleges and universities.* These agencies are numerous, and because their programs operate with little or no coordination, there is danger that their benefits, particularly those of the accrediting associations, will be counteracted by the ill will they engender. With the cooperation of the State Department, these voluntary agencies should be able to work more effectively in the State.

*Eighth, be alert to all the examples of outstanding practice in the State, in order to encourage and facilitate changes and movements looking to the betterment of educational services.* Coordination of programs of institutions located near each other is a good illustration of the sort of movement which could be fostered by an effective State organization.

It is not assumed that the above list of functions is complete. It is hoped that it affords illustrations enough to show that a strong and effective State organization will help to give State consciousness to higher education and provide a simple mechanism whereby higher education may develop a more effective, economical, and comprehensive program in most of the States.



## Governmental Organization at the National Level

The Federal Constitution makes no mention of education. Accordingly, it is among those interests traditionally "reserved to the States respectively or to the people." This does not mean that the question was discussed in the Constitutional Convention and a decision reached that education was to be a function of the States. Education was at that time so largely a matter of local interest that it was not a subject for debate in the Convention.

But as to the deep interest of our early Government leaders in education there can be no doubt. That was made clear even before the adoption of the Constitution. The Ordinance of 1785 which provided for the survey of the Northwest Territory declared that Section 16 of each township "shall be reserved . . . for the maintenance of public schools." In the Ordinance of 1787 adopted by the Congress of the Confederation as "articles of compact between the original States and the people and States in the said territory," the following declaration appears: "Religion, morality, and knowledge, being necessary to good government and the happiness of mankind, schools and the means of education shall forever be encouraged."

Throughout our national history this deep interest in education has found expression in Federal grants in aid of education. These grants have been of two types, (1) public lands or monies to the States to aid them in financing their own programs of education, and (2) special appropriations for special types or forms of education. The former characterized the first eighty years of our national life, while the second, starting with the Morrill Act of 1862, has more and more characterized the more recent decades. The first type involves no essential Federal control of education except such as grows out of an audit of the expenditures. The second type involves such a measure of Federal control as will insure the accomplishment of the special purpose behind the appropriation.



In the congressional hearings and debates concerning educational bills, the question of Federal control of education always has a prominent place. There is a growing recognition both in Congress and among other interested citizens everywhere that basic principles are needed to guide the Federal Government in its further development of a program of Federal aid to education.

*A proper balance must be maintained among the Federal Government, the State government, the local government, and the institutions with respect to the responsibility each carries. Local and institutional initiative must be nourished. State responsibility must be fostered, not undermined. The Federal Government must play its role within the framework of these two demands.*

**But it must be remembered by all units of government that the entire Nation as a whole has a vital stake in the program of education maintained by the States, local communities, and institutions.** This stake must not be jeopardized by failure on the part of the States and local institutions to meet national needs adequately. Few educators today question the wisdom of the Federal Government's having taken a hand in developing programs of agriculture and mechanic arts in American colleges and universities. Probably, too, most people will agree that there was no other practicable way open to the Government in the 1860's than to sponsor the establishment of a system of land-grant colleges and universities. The immeasurable contribution these institutions have made both to public welfare and to the changes that have taken place in the programs of American colleges and universities more than justifies the several acts of Congress in behalf of these land-grant colleges and universities.

Similarly it may be said that the slow progress of many of the States in broadening the base of the high schools in the early years of the present century was jeopardizing the national interest. The country badly needed more and better vocational education. But schools were being managed mainly by those interested primarily in the college preparatory function of the high school. The Federal Government, after a thorough study of the problem by a commission appointed by the President, passed the Smith-Hughes Act to aid the States in setting up programs of vocational education. Probably no one seriously questions the great contribution these programs have made to the national welfare and to the improvement of American secondary education.

These cases are cited to illustrate the fact that while local initiative and state responsibility are exceedingly important, the programs developed under that initiative and responsibility must take care of national needs. Otherwise the Federal Government is obliged to take such steps as are available to it. Education is the only instrumentality

through which many vital interests of the nation can be served. It is to be hoped that the State, local, and institutional programs will care for these interests, but if they do not, Federal legislation with the necessary measure of Federal control of education is both inevitable and desirable.

*From the standpoint of sound theory, any Federal dictation of the basic concepts, techniques, or procedures of education is to be deplored. If at any time the general welfare or the Bill of Rights of the Constitution or the needs of national defense makes it seem imperative to depart from this principle, Federal control should be as limited as possible and for only so long as is necessary.*

## ACTIVITIES OF GOVERNMENTAL AGENCIES

As pointed out in previous chapters, higher education is carried on in this country by institutions created by State legislation or chartered by the several States but largely autonomous in their management. Most States do not have adequate machinery to assure either a comprehensive program to satisfy the essential needs in the field of higher education or an economical coordination among the institutions they charter. At the same time, the developments at the Federal level have been piecemeal and uncoordinated.

Among the federally subsidized programs accompanied by varying measures of Federal administration may be mentioned the following: In the Federal Security Agency, resident instruction in the land-grant institutions, Smith-Hughes vocational education, vocational rehabilitation of persons disabled in industry, and research in public health; in the Department of Agriculture, the agricultural experiment stations and the extension service in agriculture and home economics; in the Department of National Defense, the reserve officers training, the education of natives on certain island possessions, and a variety of research projects; in the Department of the Interior, the education of the Indians, the natives of Alaska, and the people of certain outlying territories; in the Department of Commerce, training in aeronautics; in the Department of Justice, the education of inmates in Federal prisons; and in the Veterans Administration, the rehabilitation of disabled veterans, and the education of veterans under the GI bill of rights.

Prominent among the new educational proposals before the Eightieth Congress are: in the Department of Labor, the workers' education program; in the Department of Commerce, the consumer education program; in the Federal Security Agency, the equalization aid to the States and the general adult education program; and in the proposed National Research Foundation, a variety of research projects and a system of Federal scholarships and fellowships. In this Commission's

volume "Equalizing and Expanding Individual Opportunity" there is proposed a comprehensive grant-in-aid and fellowship program.

This is by no means a complete list of the special Federal programs or projects carried on chiefly in schools, colleges, and universities. The list is representative, however, in presenting both the variety and dispersion of educational activities throughout the Federal Government. In 1947, at the request of this Commission, the Bureau of the Budget undertook a survey concerning Federal educational activities at the post-high school level. The agencies were asked to report their expenditures in five separate areas. A tabulation of the replies on this inquiry shows a Federal expenditure of \$1,772,000,000 for education during the 1946-47 fiscal year. This figure, together with the proportionate amount of the total spent by various agencies, is presented in Chart 1.

The maintenance by the Government of all these programs must not be allowed to obscure the fact that the most basic interest of the Federal Government in higher education grows out of its concern for the general welfare of the Nation. That there shall be available to all the people first-rate schools and colleges is essential to public welfare. What the Federal Government does or should do to assure this is of vital importance.

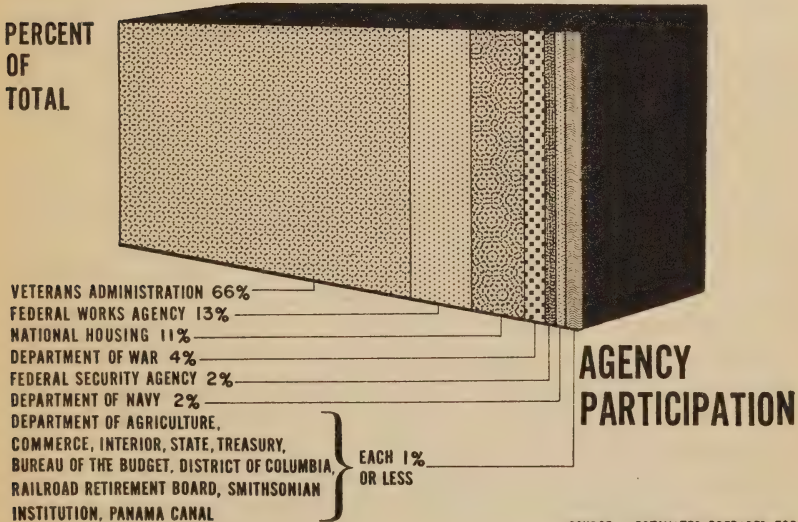
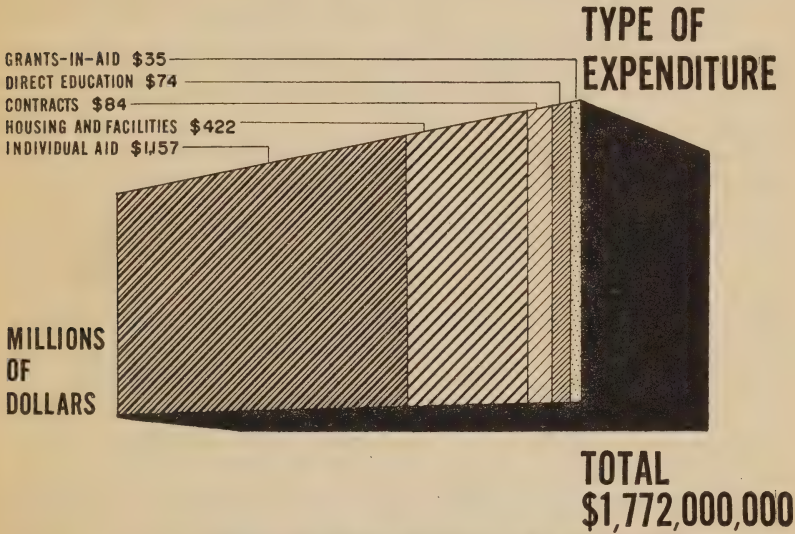
Beyond the stimulation, aid, or maintenance of education already mentioned, the Federal Government exercises other influences of far-reaching importance. The following examples may be cited: its provisions for tax exemption of a stipulated percentage of personal or corporate income if given to educational institutions; its provision for corporation tax exemption of public and nonprofit institutions; its exclusion or inclusion of teachers and professors under social security; its inclusion or exclusion of certain types of colleges and universities from programs of public works; its provisions governing extra immigration quotas for foreign students; its income tax policies by which it may drain off through Federal channels such a proportion of the wealth of the States and local communities that State and local enterprises such as education may have to be curtailed because of lack of funds otherwise potentially available or unless aid for such enterprises is obtained from the Federal Government.

It is clear, therefore, that the Federal Government has many vital interests in education. Not only is it concerned with the general outcome of the college and university programs, but it is engaged in administering many educational activities. It is of the utmost importance, therefore, that the government canvass carefully its policies so as to assure the most effective and economical handling of its educational interests, and at the same time assure the States and the colleges and universities a minimum of interference with them in the discharge



# FEDERAL EXPENDITURES IN CONNECTION WITH POST-HIGH SCHOOL EDUCATION

**FISCAL YEAR - 1947**



SOURCE - ESTIMATES PREPARED FOR THE BUREAU OF THE BUDGET

of their responsibilities for a comprehensive, systematic, and balanced program in higher education.

While no sharp lines of distinction can be drawn between them, it will be helpful to classify the Federal interests in education into the following three categories:

1. *The maintenance under State, local, and institutional auspices throughout the country of the highest practicable standard of education—elementary, secondary, and higher—designed to assure the most satisfying personal achievement on the part of each individual and the most effective participation in the political, economic, and social life of the Nation and of the world.*

2. *The maintenance of certain special education programs subsidized and partially administered by the appropriate agency of the Federal Government.*

3. *Making most readily available to all qualified persons the rich educational resources of the Federal Government.*

## PROBLEMS OF ORGANIZATION OF THE FEDERAL EDUCATION AGENCY

This Commission has sought to answer the question: How shall the government organize its activities to help maintain throughout the country in every State and territory the highest practicable standard of education, elementary, secondary and higher, designed to assure the most effective participation in the political, economic, and social life of the Nation and the world?

This question concerns the fundamental purpose of our educational systems, public and private, State and local. Democracy depends upon education for its very life. At this time of conflict between competing national ideologies, there is an urgency about a high standard of general, vocational, and professional education we have not felt in the past. Federal, State, and local government authorities as well as private citizens and nongovernmental agencies see the need of unusual zeal in behalf of education.

The chief agency of the Federal Government charged with the responsibility for the Federal part of this program is the United States Office of Education within the Federal Security Agency. The office was established by an Act of Congress in 1867. But the financial support of the Office through the 80 years of its existence has been so meager as to limit its potential leadership in strengthening the educational system of the country. The salaries paid the specialists in the office have always been far below that of administrators in our leading schools and colleges.

Another difficulty, is that Federal educational activities are now carried on through a score or more of uncoordinated programs

handled by the several Government departments. Others are under consideration by the Congress. Many of these programs, both existing and in prospect, utilize the colleges and universities throughout the country.

**This Commission recommends a fundamental change in the position given to the central education agency in the Government organization. First, the financial support given to the United States Office of Education must be commensurate with the great tasks confronting that agency. Second, the status of the agency within the framework of the Government must be raised.**

There are at least three possible ways of raising the status of education. The first would be to create the office of Secretary of Education in the President's Cabinet. Back over the decades educators and educational associations have urged the creation of a Department of Education with a Secretary in the President's Cabinet. The basic importance of education in the attainment of the Nation's goals, the huge investment in educational plant, and the constantly growing expenditures for education justify a place in the Government for education comparable with that of commerce, agriculture, or labor.

Opponents of such a secretaryship have expressed the fear that such an arrangement would result in partisan political interference with education and in the selection of a Secretary of Education based on other considerations than competence in the field of education.

The second possibility would be to create an Undersecretaryship for Education in a Department of Education, Health, and Welfare. In recent years a proposal for a combination of education with health and other welfare interests has come into favor. The arguments used in support of such a combination are mainly these: that the Government is growing so huge and its interests so numerous that it is not feasible to give cabinet status to all its manifold agencies regardless of the importance of their work; that education has close kinship with health and welfare; and that it would be to the mutual advantage of all of these related interests to be administered under a common secretary. The status of each is believed to be safeguarded by the provision of an undersecretary in each field.

The opponents of this measure contend that to place education under an Undersecretary of Education would subject it to about the same risks as enumerated above concerning a Secretary of Education, and that to combine education with agencies administering such huge programs as social security would not only give it a subordinate position with correspondingly low status, but would also tend to emphasize the corrective or welfare function of education at the expense of its constructive and developmental functions. They point out further



that such a combination is not found in any of the States, but that education, health, and welfare are maintained under separate departments in State governments.

The third possibility would be to establish a Federal Board of Education appointed by the President, such Board to be an independent agency for education outside the President's Cabinet. It would have authority to choose the United States Commissioner of Education. The proponents of this proposal point to the harmony between it and the way education is organized in States and local communities under nonpaid boards of education, thus assuring consideration of major policies by a group of leading lay citizens. They maintain that such an arrangement would afford assurance against partisan political influences in the appointment of the United States Commissioner of Education, and would make possible securing and retaining a person of superior qualifications.

Against this third proposal its opponents point out that it runs counter to the present effort to streamline the executive branch of the Federal Government, that too many departments and agencies are responsible directly to the President, that such an arrangement would not give education a voice in the Cabinet where many questions affecting education are decided, and would not give the Commissioner of Education the desired influence in bringing about needed coordination among the many education programs maintained by the executive departments.

*Regardless of the form of Government organization used to raise the status of education, the Commission is unanimous in the view that the status of education in the Government must be raised before the Government will be able to play its important role in the speedy improvement of education at all levels throughout the country.*

This proposal to enhance the effectiveness of the central agency for education in the Government might be regarded as a step toward Federal dictation of educational policies. In the opinion of this Commission, however, the effect will be just the opposite. It will lessen rather than accentuate the present trend toward Federal control of education. A strong Government agency, competent to exert effective leadership, will do much to assure to the several States and institutions the fullest and freest opportunity to develop their own educational programs. A strong Government agency will be able to supply through research, information, and counsel the help which States and institutions need to enable them to develop adequate programs. This will check the tendency of the Federal Government to enact piece-meal legislation in support of special phases of education with the varying measures of control which accompany these enactments. Such an agency will be in position to assemble the data upon which the Govern-

ment can decide what its obligations are to assist in financing education. Such an agency can be an effective advisor in matters of proposed Federal legislation affecting education.

*The stronger such an agency is in its exercise of leadership without control, the more effective it can be in safeguarding local initiative and State responsibility.*

## FUNCTIONS OF THE FEDERAL EDUCATION AGENCY

In the preceding chapter of this volume the dual nature of the control of education at the State level was recognized as the pattern prevailing in all but a few of the States. But in the Federal Government, fortunately, a unified organization already exists. The United States Office of Education deals with all levels of education.

### *Help Strengthen Elementary and Secondary Education*

As its first obligation the central agency for education must be equipped to help strengthen elementary and secondary education throughout the country. Strong elementary and secondary schools are of vital concern to higher education. In the first place, the nature and standards of the work done in the lower schools condition everything done in higher education. In the second place, if and when more thirteenth and fourteenth year work, which is now done mainly in the colleges and universities, is done in community colleges as advocated in chapter II of this volume, this will tend to transfer to the jurisdiction of some of the State departments of education much of this very important phase of higher education. This will make essentially a 2-year extension of secondary education. The colleges and universities have a vital stake, therefore, in the improvement of the work in elementary and secondary schools. **Recognizing the basic importance of elementary and secondary schools, the Commission wants to make sure that the means it advocates to improve higher education must never be at the expense of elementary and secondary education.**

### *Provide Leadership for Higher Education*

*Most universities and many colleges regard themselves as national in service, and recruit students from all over the United States.* Insofar as they look to any Government unit for cooperation in their programs, they are quite as likely to look to Washington as to the capitols of their respective States.

But more important than the national point of view which prevails among university officials is the fact that in higher education most students before they graduate come to regard the Nation (or the world) as their field of labor. Rarely does a college student expect necessarily to live in the State where he is attending college. Repre-

sentatives of many agencies and industrial establishments visit campuses from coast to coast and "sign up" the seniors.

Most important of all is the fact that the Nation looks to the institutions of higher education to help with many of its specific problems. While the colleges of agriculture devote much of their energy to State and local problems, the Federal Government's interest in food, cotton, wool, soil conservation, reclamation, and the like makes necessary close and constant relationship between the Federal Government and the colleges of agriculture. One of the largest services of the graduates of schools of veterinary science is with the Federal program of meat inspection. The same situation prevails for the graduates of schools of forestry and their work with the National Forest Service.

Quite unlike the lower schools, then, higher education can be more properly thought of as hundreds of largely independent institutions, voluntarily coordinating their programs in part on a State-wide basis but committed in spirit to public service on a Nation-wide and ultimately a world-wide scale. The following are the more specific functions of the Federal Education Agency recommended by this Commission.

### *Cooperate With States*

*Cooperation with the States, particularly with State departments of education or the proposed State commissions on higher education, and with individual institutions, is essential in solving problems in the field of higher education.*

The State departments of education and the State commissions on higher education which were proposed in chapter III of this volume, and colleges and universities, acting individually or in groups, constantly engage in many undertakings which would benefit from Federal cooperation. Among these are:

*Identifying young people of exceptional talent.* The tests used for such a project need not be developed separately by each State. The procedures used would generally be greatly improved by collaboration with an office which is interested in the program on a national scale. Many of the talented young people so identified will need to go outside the State for their education. In short, this program should be a cooperative venture between the States and the Federal Government.

*Carrying on student aid programs designed to remove or lessen the economic barriers to higher education.* A proposal for a Federal student-aid program is described in "Equalizing and Expanding Individual Opportunity" of this Commission's report. In the administration of this program there is need for the constant cooperation of the Federal Government in such matters as: developing tests to help with the selection of students deserving of aid, providing information



on the relationship between student aptitudes and the supply-demand ratio of the many callings for which the students would wish to prepare, identifying the institutions best qualified to serve students of given aptitudes—these and many other aspects of the student-aid program suggest the need for the cooperation of the Federal Government.

*Providing special services.* The types of services which are called for from the Federal educational agency include: gathering and disseminating statistics and other information about higher education; holding conferences to help reach sound judgments with respect to urgent problems in higher education; and serving as a clearinghouse of information concerning the most promising innovations in higher education. These services are urgently needed to help strengthen the program of higher education.

### *Foster Research*

The Federal Education Agency has a two-fold responsibility in fostering research. One is that of stimulating research studies dealing with such questions as curricula, methods of teaching, student counseling, public relations, income, and expenditures. Such research should be developed in cooperation with teacher-preparation departments, especially in the graduate schools.

Educational research is fundamental for the improvement of aspects of higher education, but especially its teaching function. An interesting and significant difference exists between education and industry in the use they make of research.

American industries spend hundreds of millions of dollars each year on research designed to improve their product, their services, and, finally, the material welfare of their customers, the American people.

American higher education, with an investment of more than 4½ billion dollars in plant and equipment, and an annual expenditure upwards of one billion dollars, spends relatively little on research and development—and that little sporadic and uncoordinated. There is no carefully planned and systematically carried out research program designed to assure the greatest effectiveness of this vast expenditure of funds for higher education.

Probably the reason is that education is so completely decentralized in control. The colleges and universities have not been brought together in such a way as to combine their resources in a systematic research program. It would be good economy in the long run for this country to make provision for a comprehensive research program to deal with problems of higher education comparable with the research and development program of big industry.

**The Commission, therefore, recommends that funds be made available to the United States Office of Education for a comprehen-**

**sive program of educational research designed to improve the operating practices of colleges and universities, such program to be carried on largely by the institutions cooperating in developing and administering it.**

The second function of the Federal Education Agency in fostering research is that of coordinating, as far as possible, the research programs of the various governmental agencies which utilize the services of colleges and universities.

The relation of research to effective teaching is emphasized in the volume entitled "Staffing Higher Education" of this Commission's report. It is necessary here only to repeat that the good teacher endows learning with the spirit of research. This he cannot do unless he has the research spirit himself. He cannot keep a research spirit unless engaged in research undertakings or associated with an institution which fosters research.

Beyond the basic connection of research with teaching, there is another reason for going very slowly in building up research agencies outside universities, instead of looking to the universities when research work is wanted. The tools with which the more highly specialized research projects are carried out today are very complicated and difficult to master. In consequence, only scholars who have devoted a good deal of time and painstaking study to the mastery of the tools of research can be very effective in carrying on research projects. Training of research workers is, therefore, the *sine qua non* of long-term effectiveness in the research field. Training research workers is one of the primary functions of the university. Competent scholars as faculty members and adequately financed research projects are the only means whereby the university can fulfill that obligation. If Government and industry drain off the scholars from the university, and if, then, funds are withheld from the university for research projects, the goose that lays the golden egg is killed. It is as though society were to say "We need doctors in our communities so badly to care for our sick that we will take all the teachers from the medical schools so as to increase our supply of practitioners."

The results of research which is designed to contribute to the ease, comfort, or pleasure of life, should be freely available to the public with the least possible delay. Universities are accustomed to doing their work in the public interest. Nevertheless industry should not and probably would not be found unwilling to contribute even more generously than it now does to the support of basic research in the universities if there were convincing proof that the universities were in a position financially and technically to carry on that research effectively. The scientist who is delving into the basic laws of science with little or no interest in the particular application of his findings would,

then, be found generally in the university rather than in the industrial laboratory.

**This Commission therefore recommends that any basic research program of the Federal Government as recommended by the President's Scientific Research Board be carried on as largely as possible in the universities of the country, and therefore administered at the Federal level either by or in close relationship with the Federal agency which has due regard for all the functions of the university, particularly its teaching and its training of research workers.**

The basic research referred to above is not intended to include those projects which are a necessary part of the service of a Government department and are, therefore, properly administered by the department.

### *Assist in Placement of Specialized Personnel*

Industry, Government, and educational institutions are constantly in need of persons having not only excellent education, but having specific combinations of abilities and skills. As a counterpart of this, both educational institutions and students are constantly in need of information concerning the combinations of abilities being called for. They need to know, too, the shiftings, both current and in prospect, of supply and demand in the many phases of highly specialized service. At the same time there is need for frequent surveys of enrollments and facilities in the various educational departments and professional schools throughout the country so as to predict the supply of specialized personnel for some years in advance.

**It is recommended, therefore, that working in close relation with other Government agencies, the United States Office of Education maintain a clearinghouse of information about current trends in supply and demand in the professional and other specialized callings.**

### *Assure Equality of Higher Educational Opportunity*

It was pointed out in an earlier section of this volume that even though education is essentially a State and local function, there are types of education which do not justify their being maintained in every State.

The Federal Government should have machinery with which to exercise initiative to assist States in negotiating contracts with other States or with institutions for forms of education which they cannot carry on economically within their own borders.

The Federal Government is interested in eliminating another kind of inequality. States differ greatly in the standards of institutions of higher education due in part to differences in financial resources. It is the opinion of this Commission that there is and will continue to be urgent need for Federal financial aid to higher education par-



ticularly in the economically less favored States as set forth in "Financing Higher Education" of this Commission. Machinery to administer such Federal aid will then be required.

Even within a State there are certain inequalities of educational opportunity which contravene in spirit the Bill of Rights in the Federal Constitution. Without being committed to any particular line of action to lessen and finally remove those inequalities, there should be an agency in the Federal Government to study constantly the problem and report its findings to the Government and to the public. This agency should work with the States and institutions.

### *Help Higher Education Meet Its International Obligations*

Unless education, as a whole, and higher education in particular can play its important part in producing better understanding and good will among the peoples of the earth, what is done to improve education in any one country is not likely to have lasting significance. The role which education will play officially must be conditioned essentially by policies established by the State Department in this country and by ministries of foreign affairs in other countries.

Higher education must play a very important part in carrying out in this country the program developed by UNESCO and in influencing that program by studies and reports bearing upon international relations. In conformity with the provisions of UNESCO's charter there has been set up in the United States a commission representing the various agencies most interested in its program. This commission is staffed largely by personnel provided by the State Department and plays an active part in making the program of UNESCO effective in the United States. The United States Office of Education must be prepared to work effectively with the State Department and with UNESCO.

In practically all countries except the United States, professional licensure is a function of the central government. In this country it is a function of each of the 48 States. Complications are encountered when a physician, lawyer, or engineer from another country wishes to practice in America, or when a professional man from the United States takes up his residence abroad and wishes to continue his practice. Negotiations must be carried on through diplomatic channels, and since the separate States are not diplomatic units, the procedure is so cumbersome that action is nearly blocked in many cases.

The freedom of movement of professional personnel from country to country could do much to build good will and understanding among the peoples of the different nations. It would seem that simple machinery might be worked out which would enable the Federal Government as a unit to act for all the States in handling the movement of professional personnel to and from this country. A strengthened

Government agency for education might serve as a clearinghouse in cooperation with the Department of State. National Committees of State boards of examiners for the several professions might be responsible for establishing criteria to safeguard their professional standards.

To carry on these five named services and others, the United States Office of Education must be provided with a staff of distinguished leaders in the many phases of higher education to work under the direction of the United States Commissioner of Education. These leaders must have not only adequate education and experience, but also sufficient prestige of rank to enable them to deal on equal terms with the presidents, deans, and professors of colleges and universities, with the chief executives of voluntary educational agencies, and with other Government agencies which have relationships to higher education.

**Further, this Commission recommends that, because of the distinctive place of higher education in the scheme of American education, the United States Commissioner of Education have the counsel and support of, and some measure of direct responsibility to, an able and representative body of citizens invited by the President to serve as a continuing National Commission on Higher Education.** This national commission on higher education should be made up of distinguished citizens, mostly those not connected professionally with education. They should be appointed for long, overlapping terms and should serve without pay other than necessary expenses.

## COORDINATION AMONG FEDERAL AGENCIES

The second category of educational activities carried on by the Federal Government consists of those programs administered by one or another Federal agency.

Many of these programs were named in the opening section of this chapter. Reference has been made also to the recent compilation of expenditures for these programs made by the Bureau of the Budget. The problem of organization is essentially that of confining the programs to such fields and aspects of education as are necessary adjuncts to the proper administrative functions of the various Government agencies, and of coordinating the several programs to simplify the relationship between each college or university and the several Government departments with which it cooperates.

Many administrative practices which have grown up through the years in carrying on these educational programs would profit from a procedure under which the administrator of each program could compare notes with the administrators of other programs, and where all these administrators might have a chance to comprehend all the edu-

cational activities, including research, carried on in colleges and universities by, or with the aid of, the Government.

**It is recommended, therefore, that the President set up an interdepartmental committee consisting of a representative or representatives of each department or agency maintaining one or more educational or research programs which utilize the colleges or universities, the United States Commissioner of Education to serve as chairman.**

This committee would be consultative only and without administrative authority. The colleges and universities individually or through their voluntary organizations would be free to bring to the attention of the committee any questions of policy which they care to raise with respect to these Government education programs. The committee would seek to develop as close coordination as practicable among the several programs, and to prevent unwarranted duplications. The committee would be in position to advise the President with respect to additional programs, including those under consideration by the Bureau of the Budget or by the Congress.

In Washington, the Library of Congress, the Smithsonian Institution, the science laboratories maintained in the several departments, and many other agencies both in and out of Government provide extensive educational resources. The many specialists found in the several Government departments and agencies constitute a body of scholars qualified to guide the educational studies of a large body of students.

Government educational resources and programs are not confined to Washington. Many Government departments, notably the Army and the Navy, conduct large educational and research enterprises at stations developed throughout the country. Industry, too, maintains extensive educational programs. Students in all these courses, governmental and nongovernmental, are anxious to have the academic recognition which should rightly attach to the standard of work they do. Colleges and universities face the problem constantly as to what recognition they should give for this work when students transfer to them from the Government or industrial schools.

This Commission is not prepared to recommend a plan to solve the many problems involved in making widely available the educational resources of Government and industry. It recognizes that the colleges and universities should be able to utilize these resources to supplement their own, and should have some mechanism to enable them to evaluate the work done in governmental and industrial courses. These problems are of special merit, and this Commission hopes that the appropriate agency will make a study of them.



## Voluntary Agencies

As indicated in Chapter I, voluntary agencies have played the primary role in this country in helping colleges and universities improve and systematize their work. This is as it should be. The work of these agencies should be facilitated by government as one of the finest expressions of the democratic process.

### NATIONAL VOLUNTARY AGENCIES

The United States Office of Education publishes annually a directory of educational associations. In the 1945-46 edition 366 national and regional associations are listed. The great majority of these are concerned with higher education. Many serve special groups of teachers such as music teachers or biology teachers. Others serve nonteaching groups such as school building architects, or collegiate registrars. Others serve the general interests of all teachers such as State or national associations of teachers or of university professors. Some have institutional rather than individual membership, such as the associations of colleges and universities. Others are councils to bring together associations having related interests. Others have a combination of institutional and association memberships.

Higher education profits greatly from the work of these voluntary agencies which have no connection with Government and which have no legal authority. These have been and should continue to be the chief agencies for the widespread exchange of views and of information. These agencies should continue to define standards according to the pooled judgments of the best informed leaders and thus give to all institutions a yardstick with which to measure their work. They should continue to use these standards in accrediting such institutions in their territory as request accreditation. By means of this program of extralegal accreditation these agencies will be in position to cooperate with state departments of education and the proposed interim State commissions on higher education in their existing or prospective programs of legal accreditation. Through these agencies, institutions should continue to work out plans for cooperation with their neighbors,

and of participation in studies requiring the joint efforts of a group of institutions. Through these agencies, intensive and long time studies should continue to be made, and, based on the findings of these studies, pronouncements should be issued on the most fundamental and controversial questions in higher education. In short, these agencies should continue to play a major role in stimulating and guiding the improvement of practices in higher education throughout the country.

These voluntary agencies may be classified into three groups according to the nature of their memberships.

#### *Agencies maintained by personal memberships*

College and university teachers have many personal and professional problems. Some of these concern the individual's own welfare—his salary, his promotion, his tenure, his retirement, and the like. Professional problems concern his teaching procedures, his library, laboratory, and classroom facilities, his teaching hours, research opportunities, and such matters. Membership in professional associations on a local, State, and national basis provides the individual teacher with help on these problems through the exchange of information and opinions, and through participation in the processes—or at least the findings—of research conducted for the common benefit. Research is, in fact, one of the most essential services of such associations. Periodical reports dealing with such questions as faculty salaries, tenure laws, and retirement plans, and with provisions for professional growth of faculty members, are important aids to individuals or groups seeking to improve both their status and their service to society. All associations concerned with common problems should pool their interests so as to maintain the most effective research service. In such research, the Government may appropriately cooperate.

#### *Agencies maintained by institutional membership*

The agencies with institutional members have played the primary role in the systematizing of higher education in this country. It is to them we must continue to look for major improvements in institutional organization and cooperation. An activity most appropriate to such an association—and one currently being carried on by a group of institutions serving a single profession—is a research program to improve the teaching in a specific field. Such a program could secure the cooperation and counsel of a government specialist in that field.

**It is recommended, therefore, that each association with institutional memberships consider maintaining a research program as an important part of its activities, and that it give consideration to possible cooperation with appropriate Government departments in the conduct of such research.**

### *Agencies maintained chiefly by constituent associations*

To provide for the consideration of common problems, related associations of individuals, or of institutions, have combined into Councils. Examples are groups of associations in the humanistic fields, in the social sciences, in the natural sciences, in the general field of education. These councils more nearly represent the Nation-wide interests in higher education, including research, than do any others, and thus render a most valuable service.

One of the most urgent needs in the fields of higher education is adequate machinery to develop as nearly as possible a united front on important educational questions. These national councils with association memberships are best fitted to bring together divergent views for thorough discussion in an endeavor to reach a united view, or at least a majority opinion to speak for higher education as a whole in its relationship with governmental agencies and non-governmental groups.

**The Commission recommends, therefore, that the appropriate councils still further strengthen their machinery so as to provide better for the consideration of questions of common interest to all higher education including research.**

### *Agencies Concerned with Accreditation*

One of the most valuable services performed by voluntary agencies is accreditation. The national and regional accrediting associations do essentially what ministries of education do in most countries. Their work is outside the framework of law but is almost as compelling as if it were law. Their decisions are accepted as the voice of authority. While in some cases they may serve to block progress, they constitute on the whole a potent force for raising standards and systematizing programs in higher education in this country.

National (or, frequently, regional) accrediting associations fall roughly into two classes: (1) Those which accredit institutions on the basis of special academic criteria, such as their fitness to prepare students for graduate study, or their provisions for the education and living arrangements of women students; and (2) those which accredit professional schools, such as law and medicine.

Each such association establishes standards based upon what it regards as adequate criteria for its particular purpose. It offers its services to any institution which desires to be accredited. The accrediting process involves an examination of the institution by inspectors sent by the association, and, following initial approval, periodic reexaminations.

While there is an effort on the part of the accrediting agencies to provide for flexibility and wide variations and not seriously to throttle experimentation in educational practice, there are those in higher edu-



cation in this country who maintain that even the degree of standardization brought about by these associations is harmful. There is increasing apprehension concerning the multiplication of the accrediting associations and the overlapping of their programs. No one contends, however, that the degree of rigidity of standardization brought about by these associations is as great as the rigidity of standardization commonly found in countries where control of standards is legally vested in a ministry of education.

With reference to the standardizing activities of professional groups a comparable but somewhat different procedure prevails. Medical schools, for example, are accredited by the Council on Medical Education and Hospitals of the American Medical Association. But since doctors are licensed to practice in a given State by a board of medical licensure, that legally constituted board must decide whether to take into account the medical school from which the applicant for the State license to practice medicine comes. It is common, therefore, for State boards of medical licensure to require that the applicant for the medical examination be a graduate of an approved medical school. An approved medical school is interpreted by most States to mean a medical school accredited by the American Medical Association. Thus the voluntary extralegal activities of the American Medical Association become a part of the legal machinery for licensing doctors of medicine. The same procedure, with variation, holds with other professional groups.

The value of accreditation is obvious in a country which does not depend upon centralized authority to control education. Some of the dangers must now be pointed out.

What is needed is some provision for coordinating and limiting the activities of the several national accrediting associations. Common information concerning student enrollments, faculty, salaries, educational expenditures, and the like, called for by these agencies should be gotten from the several institutions on a single blank, not on many blanks using divergent definitions of terms. Standards of accrediting associations should be subject to review by some recognized agency. To illustrate the need for this, it may be recalled that a few years ago the colleges which had been denied accreditation by one of the regional accrediting agencies banded together to form their own accrediting association. This association called upon the United States Office of Education to include its accredited colleges in the office's compilation of accredited institutions. The office has no recognized agency to which to turn to justify its refusal to recognize this new accrediting agency.

The American Council on Education has made more than a begin-

ning in this field by maintaining for several years a Committee on Accreditation Policies. It is recommended that the Council strengthen the work of this committee and charge it with even more responsibility than at present for the following: (1) To suggest ways of lightening the labor and expense incurred by colleges, universities, and professional schools, in carrying on the work of accreditation; (2) to coordinate as far as practicable the work of the various accrediting agencies; and (3) to publish a list of accrediting agencies approved by the committee.

### *Relation of Voluntary Agencies and Governmental Authority*

In this country governmental agencies have been relatively ineffective in systematizing and improving the work of the colleges and universities. Instead, the voluntary agencies have performed these functions through a variety of associational activities, including accreditation. The danger inherent in this is that higher education, having thus the power virtually of a monopoly, may come to disregard its obligations to the public. Medical schools may train too few doctors, for example, and thus make possible too high fees for medical service, and too few doctors to care for the people's health.

On the grounds of legal structure the principal question raised with respect to the informal, voluntary, extralegal procedure used in this country to establish and maintain as high a standard as possible in the work of colleges and universities is the possible conflict between this procedure and what is held to be the legal obligation of the State to assure a high quality of work in the institutions it charters. New York State, for example, assumes responsibility through its State department of education to accredit not only its own colleges and universities but many other institutions as well when and if students from them wish to transfer to New York institutions or their graduates wish to be licensed to practice a profession in New York. While at present not many States undertake this type of accreditation, there is always the possibility that a State, which has the legal responsibility for the standards of work carried on in its colleges, will exercise its authority and institute its own system of accreditation. The surest way to perpetuate the present effective influence of the voluntary agencies is for them to work in close cooperation with the legally constituted authorities in the several States and carry on in their democratic way a program which accomplishes what the informed public desires.

## REGIONAL VOLUNTARY AGENCIES

For some purposes greater stimulation and help to higher education can be afforded by voluntary associations organized on a regional

basis than by national associations. To serve these purposes five associations have been organized to embrace among them all the territory in the United States but California. The New England association limits itself to institutions of higher education, while the other four associations include also the secondary schools. These associations are concerned with the total program of the college rather than with any particular function. They have the cooperation and support of practically all the colleges and universities (except professional schools) in their respective regions.

By the device of accrediting high schools, they have exercised great influence upon secondary education, particularly that phase of secondary education which prepares for college admission. But the work for which these associations are best known is their comprehensive program of accrediting colleges. These regional associations tend more and more to accredit each college on the basis of its qualifications to accomplish its own announced objectives. In this way they seek to avoid the evil of required uniformity and yet encourage high standards. Furthermore, they are tending more and more to encourage experimentation with yet unaccredited practices by providing machinery by which colleges may engage in such experimentation without losing their accredited status.

Each of these associations has a commission on higher institutions. This commission has the responsibility of working out standards on the basis of which colleges may be admitted to membership in the association and, hence, accredited. How to derive these standards has been the subject of elaborate studies in recent years. There is, therefore, general agreement among colleges and universities throughout the country that the work of accreditation done by these regional associations is of outstanding importance. To be accredited by these associations is regarded highly by the colleges, and most colleges in the several regions seek such accreditation.

The question may be raised as to the significance of such accreditation. The answer is very simple. Practically all the colleges and universities in the region or the nation as the case may be virtually agree that they will accept transfer credits at their face value only for students transferring from an accredited institution. This means that students will hesitate to attend an institution, academic credits from which are not accepted at other institutions. Even admission to study in medical schools, for example, is limited for all practical purposes to students whose preprofessional college work has been done in an accredited institution. It is obvious, therefore, that these regional associations are powerful instrumentalities affecting higher education in this country.



## VOLUNTARY STATE-WIDE ASSOCIATIONS

In most States there has been and still is inadequate legal machinery for bringing about continuous study of the State's total needs in higher education. Similarly, there has been and still is inadequate machinery to coordinate the programs of the colleges operating in the State. This has made a rich field for the work of voluntary associations organized on a State-wide basis. The great majority of the States have such associations.

About half these associations seek the membership of all the colleges in the State. Others limit membership to certain classes or types of institutions. Some combine with high schools. Some are higher education divisions of State teachers associations.

In general these State associations have only one meeting per year. Sometimes committees are active between meetings and present reports which are the principal items on the agenda of the annual meeting. In some States, however, these associations have frequent meetings and rather comprehensive programs. A continuous series of research projects involving the services of a research specialist, and frequent publication of important reports are among the activities of one of the most alert State associations of colleges. The maintenance of a central office with a full-time executive officer devoted to bringing about as much coordination as possible among the colleges of the State is a recent development of promise.

In addition to holding annual conferences of representatives of all of the colleges and universities in the State, the activities now carried on by one or more of the State-wide organizations include: the development of a central service for audio-visual aids, cooperative arrangements for transfer of credits, planning and assisting in the conduct of a State-wide survey of the need for higher education within the State, and the ability of the institutions to meet these needs. These and other activities on a State-wide basis have stimulated professional growth and increased the effectiveness of all of the institutions, privately and publicly controlled, within the State.

Since the major services of the State commissions on higher education recommended in Chapter III are advisory rather than authoritative, the State commissions also may well utilize these State-wide voluntary agencies in States where their programs are effective. **Voluntary associations in the several States are urged to develop still further their programs of higher education. These services are particularly needed pending the development of an adequate State department of education whose jurisdiction includes higher education. In the absence of such department these associations should play an active part in creating, through law, a State commission on**

**higher education and should cooperate actively with it after it is created.**

The discussion of voluntary agencies has touched only a few aspects of their activities. Other aspects are perhaps of equal importance. Their activities deserve encouragement and their organizational machinery must be constantly refined.

## ASSOCIATIONS OF STUDENTS

Colleges and universities exist for students. Student councils on most campuses have responsibility for many activities of an extra-curricular nature, but in only a few institutions does the administrative set-up provide for student participation in determining academic policies. This probably accounts in part for the apparent lack of proper educational motivation so common among college students.

But genuine interest in important educational as well as economic and social questions is not lacking among students. Growing out of this interest national associations of students had carried on significant programs for many years until interrupted by the war. These programs bore not only upon problems of American higher education, but stressed particularly the need for students of all countries to work together for a common basis of understanding and good will.

# Segments of Education Requiring Special Organizational Arrangements

There are three vitally important segments of education which concern all levels of education. They cannot be served best by an organization set up for higher education alone, but they involve higher education. These are: teacher personnel for the elementary and high schools, guidance and counseling, and adult education. These three activities constantly cross the line between lower schools and higher schools. They are aspects of education which have probably suffered most from the fact that lower schools and higher institutions are organized so generally under separate jurisdictions. As the States unify their systems and develop State departments of education with jurisdiction over all levels of education, teacher personnel, guidance, and counseling, and adult education undoubtedly will benefit most distinctly.

This Commission takes the position, however, that it is not feasible to count on a unification of the State program at all levels in the immediate future. It assumes instead that in some, if not many, States, the State commissions on higher education will be created to work side by side with State departments of education. With respect to these three activities, then, it is necessary to recommend procedures which will fit into a dual system of control at the State level.

## TEACHER PERSONNEL FOR THE LOWER SCHOOLS

One function of higher education to prepare teachers for elementary and secondary schools. For a little more than a century special institutions for the training of teachers have been maintained, usually by the States. These institutions started in practically all cases as normal schools with a curriculum of less than 4 years, at the completion of which a certificate rather than a degree was granted. For a good many years their work was little more than a review of what the teacher was to teach in the elementary school. Their stu-



dents in many cases had gone no further in their own education than the eighth grade.

During the century since that humble beginning, normal schools have raised their standards as rapidly as the demand for better-trained teachers would justify. Simultaneously, State after State established plans for the certification of teachers. Together they moved upward—normal-school work and certification requirements. Today all but a few States have made their normal schools 4-year institutions and renamed them teachers colleges, colleges of education, State colleges, or State universities. Many of them now grant the master's and a few the doctor's degree.

Side by side with this movement has been another. As high schools were organized and began to multiply, they needed teachers. The liberal arts colleges were the obvious institutions to train them. But these colleges were not as much concerned with the methodology of high school teaching as were the normal schools and teachers colleges with the methodology of elementary school teaching. "If a teacher knows his subject he can teach it." But later certification requirements for high school teachers began to include certain methodology courses. Professors of education began to be added to liberal arts faculties to teach these courses. Soon schools of education in universities followed and began to claim wider responsibility for training teachers than merely to offer the methodology or pedagogical courses. Although the subject matter courses usually continued to be provided by the liberal arts college of the university, special methods courses for each major field, such as history, were introduced as a means of assuring adaptation of subject matter to high school students. At that point the conflict in philosophy between, for example, the professor of history in the arts college and the professor of education became more sharp. That conflict continues. While the sharpness varies from institution to institution, and while a few institutions have virtually solved the problem, there is still widespread disunity in the teacher training efforts of the colleges and universities. Unfortunately, as the status of the teachers colleges is being changed in State after State to State colleges in order to authorize these institutions to give liberal arts degrees, the State colleges are falling heir to the same dispute that has persisted through decades in the colleges of arts.

What bearing has all this development on organization? Within the last 30 years a score of States have made careful surveys of their publicly controlled colleges and universities. Almost without exception these surveys reveal that the most perplexing problem of organization faced by higher education is the education of teachers. School superintendents and principals employ and supervise teachers, but they have little chance to influence significantly the colleges and

universities which educate the teachers. The State departments of education are usually responsible for issuing teachers' licenses, but in general the institutions which prepare teachers for those licenses are not within the jurisdiction of the State departments. Teachers colleges today are rarely supported financially on the same level as comparable curricula in the university of the same State. Their standards of faculty training and salary are lower. Their buildings are poorer. Their students rate lower on college-ability tests. In the liberal arts college the professor of education is often not regarded as the peer of the academic professor. In the universities the school of education is commonly the stepchild in the family of professional schools.

In consequence of all this, students of superior ability too infrequently enter public school teaching. The academic faculty members in the colleges frequently advise their best students against teaching. A vicious circle is thus created. Until better professional status is obtained, too few of our capable young people will enter teaching, and until they do the professional status will remain low.

What is obviously needed is a united front. Mutual confidence and respect must be established among all the agencies concerned with the professional status of teachers. The State department of education which establishes certification requirements must deal not alone with the professor of education in a college. So to deal tends to confirm the notion in the academic faculty members' minds that teacher training is regarded by the State department as a matter solely of pedagogy. The State department must deal with the academic faculty as well. *The concept must be firmly established on every campus that teacher education is a responsibility of the whole college, not just of the department or school of education.* Likewise the lower school officials must play a far larger part in determining all the aspects of the program upon which the professional status of teachers depends. They are the ones who must evaluate the product of the teacher training institutions and bear the brunt of inefficiency if it exists among the teachers. Finally, the lay public must share in the responsibility for whatever status prevails for teachers. Their children are the ones whose lives are made richer or poorer by the schools. The layman knows what is paid for other professional services because he pays for them directly; but he should be made aware of the fact that he also pays the bills for the schools, indirectly.

Hence, this Commission recommends that a council should be set up in each State where adequate machinery for the purpose does not already exist. Such council might be called the State Council on Teacher Personnel. It should be representative of both the academic and professional education departments of the several types of teacher training institutions, the public schools, the State

**department of education, the State commission on higher education and influential organizations of women, of farmers, of industrialists, and of merchants.**

While its functions may be advisory to other legally constituted agencies, it should be given responsibility for mapping out the plans necessary to procure and hold an adequate supply of well-qualified teachers. It should advise with respect to regulations governing teacher certification, tenure, salary schedules, and retirement. It should advise with respect to a placement service with provisions for cooperation with similar services in other States.

## **GUIDANCE AND COUNSELING**

The choice of a college will be an even more serious matter to most young people in the future than it has been in the past. That fact has significance in two directions. First, many students will not be able to attend the institutions of their first choice. Consequently, colleges and universities would do well to establish a State information center to provide prospective students with impartial and objective data about the several institutions in the State.

The other aspect of choosing a college is the demand that the prospective college student understand himself. The guidance centers set up by the Veterans Administration in cooperation with colleges and universities have assisted in the development of tests designed to help the veteran determine the course of study he should pursue. Of equal weight in choosing a college are the abilities which the student has to work with and what the college has to offer.

A considerable number of colleges and universities and a few States have been conducting similar programs of college-ability testing for two decades or more. The decision about whether to go to college as well as the decision concerning what college to attend should rest as much as possible upon such self-understanding.

From both standpoints, therefore, there is need for guidance and counseling machinery both State-wide and Nation-wide. The States differ so much in size and in population that probably no one type of organization is best for all States. **Whatever the form of organization, it is recommended that some guidance and counseling center, set up as part of a State-wide plan, should be available within reach of every high school. At this center young people should find means of careful objective self-appraisal, and information about the facilities throughout the State and the Nation for the various types of higher education in which they are interested.**

Colleges and universities are developing constantly better and improved personnel services. Their student personnel officers are members in most cases of one or more of the regional and national associa-



tions devoted to student personnel work. They have had for years the effective service of the Committee on Student Personnel Work of the American Council on Education. The several reports published by this committee are comprehensive and helpful.

On the national level there should be a guidance and counseling service to facilitate the work of the centers maintained throughout the country and to provide information particularly about those educational facilities which are uncommon and therefore probably not known to many of the State centers. The national center should also carry on research to improve tests and testing techniques and to improve methods of evaluating the work of colleges and universities in order to make such evaluations most serviceable for purposes of counseling prospective students. It should cooperate with appropriate agencies, both public and private, in providing current information about supply and demand in the many specialized fields.

**This Commission recommends that a Federal guidance and counseling service be organized within the United States Office of Education, with an advisory committee consisting of representatives of the State guidance and counseling centers, the associations and institutions most directly concerned, and with appropriate Federal agencies.**

## ADULT EDUCATION

More than two out of every five adults expressed a desire to attend classes and take some special courses for adults in some school or college, according to the recent Gallup poll described in "Equalizing and Expanding Individual Opportunity" of this Commission's report. This means more persons than all the children and youth enrolled in our established schools and colleges. The number who will in fact enroll in classes will depend upon many factors such as fees charged, distance to classes, suitability of subject matter available, methods of teaching, and the hour at which a desired class is held. But discount the number as one will, it is unquestionably true that the desire for class instruction by adults far exceeds what the schools and colleges are now doing or are prepared to do. The excellent efforts of many high schools, colleges, and universities, particularly municipal colleges and junior colleges, illustrate how extensive the demands of adults are, but thus far the efforts have gone only a short way toward meeting the needs.

But class instruction is only a part. Radio is a powerful instrumentality for adult education. It has been at the job for years with many programs such as Town Hall's Town Meeting of the Air. But it has barely scratched the surface. The motion picture industry with its almost limitless possibilities has as yet assumed little responsibility

for any outcome except entertainment. Newspapers and magazines vary from a high degree of helpfulness to a high degree of harmfulness. Organizations, national, State and local, such as the Adult Education Association, the League of Women Voters, and the Parent-Teacher Association are conducting programs of increasing effectiveness, including both publications and discussion groups. Trade unions and employer groups maintain their own training programs and include general work in civics and the social sciences. Churches are becoming more and more effective as real education centers. Libraries are making topically organized reading lists and cooperating with schools and colleges in their communities. Many utilize their rooms for classes.

The Federal Government has long helped to maintain adult education through the vocational divisions of high schools and through the extension services of the land-grant colleges and universities. A few States and quite a number of colleges and universities have established programs to prepare teachers and other leaders for adult education.

These and many other efforts which might be mentioned need further stimulation and help. They reach only a small fraction of adults with the types and amounts of educational service required today. These efforts and something of the urgency of the increasing demand for adult education are discussed in volume II of this Commission's Report. It is necessary here only to add suggestions and recommendations for improving the organizational machinery of adult education.

### *At the Community Level*

Practically all adult education is part-time education for persons engaged in the home or in some money-making occupation. Therefore such education must be easily accessible to persons living at home. Community agencies must furnish the most of it, either with their own resources alone, or in cooperation with some noncommunity college or university, or some State or national program. The most important single development, then, is an agency or agencies in every community, large or small, where a variety of educational activities may be carried on for adults. In a large city, such agencies may be numerous and their programs can be facilitated as is done in many cities by a city-wide adult education council. But the minimum essential of every community is an effective evening division of the high school, or an adult education division of the local community college, junior college, college, or university, or a well-supported community center, or similar agency with actual facilities and personnel available for use. With them the State agencies, the Federal agencies,

and the nongovernment agencies must work. There must be leadership in these local agencies competent to develop and administer comprehensive programs for the adults of the community.

### *On the College and University Campus*

A college or university has a triple role to play. (1) It should wherever possible provide a center for evening classes or for any other education activity in its local community. This needs no elaboration. (2) It may prepare teachers and other leaders for effective participation in the community program. They will be drawn from school and college teachers, professional personnel, housewives, skilled tradesmen, etc. The customary college entrance requirements, and degree requirements, should be forgotten in the case of most of them. (3) It may develop background material to aid all the community programs in which it cooperates. These might include library collections, educational films, language and other phonograph records, graphic materials and art collections.

As a part of the State-wide plan to be discussed below certain colleges may participate in the actual administration of the programs in local communities. They may supply part or all of the teaching personnel, stimulate the introduction of new activities, and serve in a consultant capacity to the local teachers and other leaders.

### *At the State Level*

As in other phases of education, the State has the major responsibility of planning and stimulating the development of an effective program of adult education. Michigan is appropriating \$250,000 a year to help start community programs and other activities. California pays about 85 percent of the cost of the adult programs in high schools and public junior colleges. Florida operates the huge Camp Roosevelt facilities as a State center for adult education. Many other States have State-wide plans.

**Because so many agencies have a keen interest in adult education, State councils on adult education are found to be very helpful. In those States where no such council exists the commission recommends that one be formed.**

If the State department of education has a strong adult education division, it may well take the initiative in organizing such a council. In States without a strong State department the State university or the land-grant college or some private institution which has developed a strong general extension division should take the initiative in organizing the council.

The State council should have representation from all the important institutions and agencies actively interested in adult education. It



should be charged with responsibility for developing general policies with respect to:

- (1) Continuing study of needs and interests in adult education.
- (2) The preparation of teachers and other leaders of adult education.
- (3) The preparation of suitable instructional materials.
- (4) The evaluation of the many aspects of adult education programs.
- (5) Stimulation of experimentation to develop new subjects and techniques, especially such media as motion pictures and radio.
- (6) Bringing about the rapid expansion of the many aspects of the program.

In addition the council, although possessing no administrative authority over any of its constituent agencies, would suggest to them phases or aspects of the program in which each one might operate to the best advantage of the State as a whole, and would help in every way to obtain support for each agency in carrying out its part in the suggested State-wide plan.

#### *At the National Level*

From the standpoint of national safety and interest probably no other phase of education is more important at this time than adult education. This generation of adults must act wisely in respect to many questions if we are to make sure that today's children will have a democratic society in which to live.

This does not mean that adult education should be "taken over" by national agencies, governmental or private. But it does mean that leadership on a national basis should be built up and recognized, and that funds should be made available to speed up developments in the State and local agencies. Powerful instrumentalities such as the press, the radio, and the movies should be actively enlisted in the program. Civic and social organizations, churches, trade-unions and employer groups, women's clubs, luncheon clubs, youth groups, and others should be stirred to more vigorous and effective participation. Every state should be urged to double and treble its financial and other efforts to develop effective programs in every community throughout the country.

*This means three things organizationally. First, the United States Office of Education should create a strong division of adult education, or otherwise greatly strengthen its services in adult education, so as to provide leadership, inspiration, and cooperation to the State councils on adult education or other agencies in the States, local communities, or institutions. It should assume an unaccustomed aggressiveness in this field because time is so important.*

*Secondly, a national council on adult education, under the leadership*

*of the United States Office of Education, should be organized to enlist the cooperation and resources of all the interested national agencies in planning.*

*Thirdly, special commissions on education by radio and by motion pictures representing both governmental agencies and voluntary organizations should be established. These commissions should propose procedures to coordinate existing programs in these areas and develop new ones.*

Appropriations should be made to the United States Office of Education for distribution to the States or to the several adult education agencies in the States to assure the prompt development of adult education programs in the many colleges, universities, and local centers, operating in conformity with plans developed by the State councils on adult education where such councils exist. Appropriations should be made available also to the Office of Education to support the work of the proposed national commissions on education through radio and motion pictures.





### In Summary

There is no tightly organized, centrally supervised system of higher education in this country. There are 1,700 tax-exempt colleges and universities; in addition to these there are hundreds of proprietary institutions—mostly business colleges and technical schools. While created by State legislation or by charter granted under State law, the colleges and universities are largely autonomous in their operation. By working voluntarily together through hundreds of associations these institutions have developed reasonable uniformity, have accomplished constant improvement in standards, and have achieved a sufficient degree of systematization to meet most of the requirements of the localities, the States and the Nation.

This Commission recognizes the present need for increased effort to build a more effective system of higher education in this country. Government—local, State, and Federal—must promptly examine their procedures to discover whether they should do more than they are doing. But this Commission would not like to see government control increased at the expense of initiative and a sense of responsibility on the part of educators and institutions. Rather should the efforts of the educators and institutions themselves be stimulated and facilitated by government.

*Flexibility must be preserved; rigidity of administration avoided. In all the efforts to improve higher education, freedom—the cornerstone of democracy—must be the cornerstone also of the structure within which higher education operates.*

#### LOCAL AND INSTITUTIONAL RESPONSIBILITY

The most imperative present need of higher education is to increase its facilities. Post-high school education must be brought within the reach, economically and geographically, of many more people than at present. The program should serve the cultural and vocational needs of our total population, youth and adult.

The urgency of this need is most acute at the two years just above the

high school. The junior college has developed to meet this need, but **this Commission recommends a greatly increased expansion of community colleges. This development should be guided by a State-wide plan in which at least the following features should be found:**

(1) The larger municipalities will extend their public school programs to include the thirteenth and fourteenth years or grades, thus making possible the further experimentation with the 6-4-4 plan.

(2) Systems of district community colleges or branches of other institutions will be created to take care of territory not well served by the larger municipalities, these to be administered by special boards, or by the State boards of education, or by the governing boards of the State universities or colleges.

(3) Private and church-related institutions will extend their programs for students in the thirteenth and fourteenth grades.

(4) While no fixed pattern should prevail for the financial support of the publicly controlled community colleges, there should be a large measure of State aid in order to guarantee the development of a system which will care for the needs of the whole State and make available as far as possible to each individual the type of education he should have through the fourteenth year or grade regardless of his race, color, religion, or economic status.

**In addition to the rapid multiplying of public community colleges and the extension of private and church-related school programs through the thirteenth and fourteenth years, facilities in higher education should be increased or strengthened through the following types of adjustment:**

Colleges of arts and sciences should: (a) In some cases maintain 4-year or 2-year general, and possibly vocational, curricula above the twelfth grade; (b) in some cases maintain 4-year general, and possibly vocational, curricula above the tenth grade, thus providing a residence college parallel with the community college serving the eleventh, twelfth, and fourteenth years; and (c) in some cases maintain 3-year curricula above the fourteenth year devoted to further general education and to the intensive study of some field of the arts and sciences with sufficient professional preparation to adapt its use to some occupation such as teaching, art, or journalism.

(2) Teachers colleges, while striving constantly to improve their primary and all important function of educating teachers should also utilize their facilities wherever feasible to help carry on the other aspects of the higher education program.

(3) Both the graduate and professional schools (including teachers colleges), whether operated independently or within universities, should maintain such a regime of life and instruction as will help

most to assure that professional and other scholarly services will be carried on with due regard for the public interest, regardless of the fact that each professional group has virtually a monopoly over its own educational program.

(4) Proprietary schools should be better coordinated with the rest of the State's educational program than at present, and better recognized for the important part they play in providing a share of that program. Their application for charters and the standards of their work should be subject to approval by the appropriate educational authority in each State.

## STATE ORGANIZATION

The State is the governmental unit in this country which is charged with the responsibility for developing an adequate program in education. How the State discharges this function is of supreme importance. Most other movements to improve education are dependent upon the effectiveness of the State in performing its part.

**The unbroken continuity of objectives of education at all levels makes it highly desirable for the State to vest in a single State department of education, whatever jurisdiction the State should exercise over all education from the nursery through the university. This Commission recommends that States move promptly to achieve this goal, strengthening State departments and expanding their jurisdiction to encompass all fields and levels of education as rapidly as possible. Where State departments of education are not in a position to exercise this needed leadership, the Commission recommends in those States that there be created an interim State commission on higher education.**

Unfortunately State departments of education in many States are not sufficiently well staffed to enable them to discharge adequately even their present more limited responsibilities. The development of a State-wide system of public community colleges as advocated by this Commission would throw a greatly increased responsibility upon many State departments of education. As a further means of bringing about essential coordination of all levels of education, the resident's **Commission recommends the appointment of a State board of education in each State. Its membership should be composed mainly of distinguished citizens not professionally connected with schools or colleges. This board should be charged with the selection of the chief State school officer and, under his leadership, responsible for the major policies under which the education program of the State operates.**

The State organization should be responsible for devising and recommending a comprehensive program of higher education for the



State, pointing out the part which might appropriately be played by each existing institution and indicating what, if any, additional institutions are needed. Its functions should be largely advisory, with no authority to replace existing boards in control of the several institutions, public or private; or to compel any institution to conform with its proposals.

**Cooperating with the State governmental organization, there should be in each State a strong effective voluntary organization of colleges and universities. It should include all of the institutions of higher education within the State, both publicly and privately controlled.**

## FEDERAL RESPONSIBILITY

Under the American concept of the division of responsibility between the States and the Federal Government, education is one of those interests traditionally left "to the States and to the people." This, of course, does not mean that the Nation as a whole has no stake in education. On the contrary there is incontrovertible evidence that the Federal Government has always felt a deep concern about education.

For the first half of our national life this concern found expression mainly in public land and money grants to the States for education. During the last half of our national life, a change of policy has occurred. Increasingly the Federal Government has subsidized special types or aspects of education. Inevitably, such subsidies have been accompanied by a measure of Federal control but only sufficient to assure the accomplishment of the purpose for which the subsidy was given.

Most if not all the Federal grants thus far made in support of special types or aspects of education have been made to strengthen weaknesses which had been permitted by the States and local institutions to persist in the program of education. *Nevertheless, this Commission holds the view that strengthening through Federal aid the financial structure on which education in the several States rests, and improving the machinery, both State and Federal, through which needed changes can be made, is better policy than for the Federal Government to subsidize specific types or phases of education.* If in the future the general welfare of the people, or the Bill of Rights of the Constitution, still requires Federal appropriations in support of special phases of education in addition to those now supported, these appropriations should carry a minimum of Federal control, and should be made for only so long a period as is required to demonstrate the value of the program subsidized.

To aid in improving the program carried on in the institutions of

higher education throughout the country, there is need of a Federal agency staffed with personnel of such high quality as to enable them to exercise effective leadership without authority. This requires a high place in the Government for the agency representing education. The position now occupied by the United States Office of Education does not give the necessary status and recognition to education to enable the Office to function effectively. **The Commission recommends legislation aimed to raise the status of this office.**

Regardless of future policy with respect to federally controlled or aided programs in the field of education there are already in operation more than a score of such programs administered by the several departments or independent agencies of the Federal Government. Most of these involve cooperation with some of the colleges and universities throughout the country.

**To increase the efficiency of these programs and to bring about as much coordination as possible among them, this Commission recommends that the President create an interdepartmental committee with representation from each of the departments and agencies maintaining educational programs.**

The United States Commissioner of Education should serve as chairman. The committee should be advisory to the several departments and agencies but without administrative authority over any of them.

## VOLUNTARY ORGANIZATIONS

Neither States nor the Federal Government has exercised extensive supervisory authority over the programs developed by the colleges and universities in this country. Government agencies have chosen to allow essential autonomy within the general limitations of the legislation or charter under which each institution was established. It has been left to the voluntary cooperation of educators or institutions acting through more than 300 national, regional, and State associations to stimulate individuals and institutions to improve their work and to bring about a reasonably satisfactory system among the 1,700 essentially autonomous institutions.

*This Commission endorses this procedure as an excellent manifestation of the democratic process, and urges Government to avoid as far as possible the exercise of supervision over the curricula, methods, and management of colleges and universities, but instead to facilitate the effective functioning of the voluntary agencies in this field.*

## ORGANIZATION FOR SPECIAL ASPECTS OF EDUCATION

There are three special aspects of education which suffer more than other aspects from the dual nature of the control of education in many



States. These aspects are: the maintenance of high quality teaching in the lower schools; educational and vocational guidance; and adult education. Problems in these fields cannot be solved without the active cooperation of elementary, secondary, and higher education within their jurisdictions; with their cooperation these aspects of education will be much benefited.

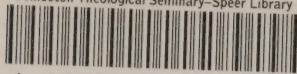
**Pending that development, this Commission recommends that, where State commissions on higher education are set up, the interested agencies, local, State, and national, make special efforts to bring about cooperative arrangements under which these important aspects of education can play their important role most effectively.**







LA226 .U581 v.3  
Higher education for American democracy,  
Princeton Theological Seminary-Speer Library



1 1012 00002 3707